



ልሳኝ
ኢኮኖሚክስ

ECONOMIC FOCUS

Bulletin of the Ethiopian Economic Association (EEA)

VOL. 4 NO. 3
DEC-JAN 2002

EDITOR-IN-CHIEF

Tassew Woldehanna

GUEST EDITOR

Berhanu Nega

EDITORIAL BOARD

Alemayehu Seyoum
Alemu Mekonnen
Getachew Asgedom
Getachew Yoseph
Tenkir Bongor

WEB POSTMASTER

Berhanu Beyene

© Ethiopian Economic Association (EEA)

All rights reserved.

No part of this publication can be reproduced, stored in a retrieval system or transmitted in any form without a written permission from the Ethiopian Economic Association.

THE PRSP PROCESS

IN THIS ISSUE

- ◆ EDITORIAL
- ◆ POVERTY REDUCTION STRATEGY PAPER (PRSP) PROCESS AND PARTICIPATORY FRAMEWORK ADOPTED IN KENYA /BY KATHERINE CHITERI MUOKI
- ◆ PRSP PROCESS AND THE PARTICIPATORY FRAMEWORKS ADOPTED BY THE GOVERNMENT OF TANZANIA: LESSONS AND EXPERIENCES FROM TANZANIA /BY ANNA MWASHA
- ◆ THE PRSP PROCESS AND THE PARTICIPATORY FRAMEWORK IN UGANDA /BY FRED MATOVU
- ◆ THE PRSP PROCESS: SETTING UP THE FRAMEWORK LESSONS AND EXPERIENCES FROM TANZANIA /BY VINCENT LEYARO
- ◆ POLITICAL AND INSTITUTIONAL SOURCES OF A SUCCESSFUL PRSP AND PARTICIPATORY FRAMEWORK: USING UGANDAN LENSES TO UNDERSTAND THE ETHIOPIAN REALITY /BY ANDREW MUJUNI MWENDA
- ◆ A PAPER ON THE POVERTY REDUCTION STRATEGY PROCESS AND THE PARTICIPATORY FRAMEWORK IN UGANDA /BY ERIC MUKASA
- ◆ THE PARTICIPATION OF CIVIL SOCIETY ORGANISATIONS IN THE POVERTY REDUCTION STRATEGY (PRS) IN KENYA AND ITS EFFECTIVENESS /BY MARY WANDIA
- ◆ CIVIL SOCIETY PARTICIPATION IN PRSP: TANZANIA EXPERIENCE /BY C. M. M. KAJEJE

P. O. BOX
34282

TELEPHONE
557459 128077

ADDIS ABABA
ETHIOPIA

E-mail Address: eea@telecom.net.et

**THIS BULLETIN AND OTHER PUBLICATIONS OF EEA ARE
SPONSORED BY FRIEDRICH EBERT STIFTUNG OF GERMANY (FES),
EMBASSIES OF UK, SWEDEN, NORWAY, FINLAND AND THE AFRICAN
CAPACITY BUILDING FOUNDATION (ACBF).**

EDITORIAL

Ethiopia has now embarked in the preparation of the full Poverty Reduction Strategy Paper (PRSP) after getting the acceptance of the Bank and the Fund on its Interim Poverty Reduction Strategy Paper (IPRSP) and securing the funds from the first round debt relief. However, both the participatory process involved and the substance of the full PRSP is significantly different and is much more complex than the IPRSP. On the part of the government, preparing a full PRSP requires a full and genuine commitment to the underlying principles of the PRSP. This includes commitment not only to making the substance of the strategy fundamentally pro-poor but, equally importantly, a real commitment to the participatory process that the strategy demands. It is very important for the government to realise that the success or failure of the full PRSP (not just in the sense of being accepted by the Bank and the Fund but in the more profound sense of using this opportunity to permanently improve the policy making process in the country) very much depend on the process itself as much as the content of the strategy.

Civil Society Institutions (CSOs) must also take the process seriously in the sense that they should aim at influencing the substance of the PRSP itself within the purview of their respective strengths as institutions rather than simply participate for the sake of participation. This implies precisely identifying their strengths and devise mechanisms that would ensure their meaningful participation. They should also have the courage to publicly argue their cases without being overly concerned with pleasing or not offending powerful forces in the country. Donors also have the duty to ensure that they have a firm commitment to the basic principles of the Strategy. Particularly, the key ideas of country ownership and participatory formulation of the strategy could mean devising strategies that are not necessarily palatable to the received ideas of multilateral financial institutions or bilateral donors. Donors must resist the temptation of judging the strategy by its consistency with received wisdom and how good it looks on paper in determining the degree of support to the program. What should determine their level of support is the degree to which the strategy truly represent the nation's sentiment or, which is saying the same thing, the degree to which the basic principles of participation are truly adhered to.

Obviously, the PRSP in general, and the underlying process that makes the strategy successful are rather new to the policy making process that is hitherto practised in Ethiopia. Like any new initiative, we will surely encounter problems along the way. The trick is to minimise these problems and ensure that the problems we encounter are not fundamental enough to put into question the integrity of the process that informed the strategy. Fortunately for Ethiopia, there are a number of countries in the neighbourhood that went through the process of formulating a successful strategy recently. Although the strategy itself is and must be unique to the country, the process through which the strategy is formulated is informed by similar principles that all countries must accept. Accordingly, there is a lot that Ethiopia can learn from the experiences of countries in the East-African region that completed the full PRSP and the lessons that

we can draw are both from their successes and failures.

Based on these general principles, the Ethiopian Economic Association/Ethiopian Economic Policy Research Institute in collaboration with the Forum for Social Studies and supported by the Friederich Ebert Stiftung foundation organised a two-day workshop on September 13-15 in Nazareth. Participants from Kenya, Tanzania and Uganda representing governments, civil society institutions and the media presented a number of papers about the PRSP process in their respective countries. It is our belief that this experience is extremely important and valuable for our country. The full range of papers and the animated discussions that ensued in this workshop will be jointly published by EEA/EEPRI and FSS in the near future. However, because of the time sensitive nature of the whole endeavour, we thought it is important that actors in the Ethiopian PRSP benefit from this experience early in the process. Accordingly, we have devoted this issue of *Economic Focus* for this particular theme. We have also decided to present a short version of the papers rather than the full-length papers by selecting portions of the papers that are particularly relevant for the Ethiopian PRSP without any added comment on our part to allow our readers to draw the lessons for themselves. It is crucial that our readers and any one interested in the PRSP process in Ethiopia actively participate in this discussion. We strongly urge our readers to write to us about issues raised in these experiences and/or their relevance to the Ethiopian conditions. We will also like to hear from readers with experiences from other countries. Enjoy your reading.

POVERTY REDUCTION STRATEGY PAPER PROCESS AND PARTICIPATORY FRAMEWORK ADOPTED IN KENYA

Katherine Chiteri Muoki

Ministry of Finance and Planning, Kenya

INTRODUCTION

The elaborate and complex PRSP consultative process in Kenya was launched in November 2000. The PRSP was prepared against the background of the interim PRSP (IPRSP) that was launched in June 2000. The IPRSP was prepared through limited consultations, which did not involve a broad-based spectrum of stakeholders. The consultations were carried out at the National level due to time and resource constraints. Kenya committed itself to prepare a full PRSP through a comprehensive consultative process involving all stakeholders. The PRSP was aimed at identifying priorities and drawing up strategies for reduction of poverty and economic growth creation in a three-year framework. It would guide government investments in order to restore economic growth, maintain macro-economic and fiscal stability, improve governance, raise incomes of the poor majority, improve the quality of life, and promote equity and participation.

Initial discussions and planning for preparation of Kenya's PRSP was undertaken by a technical working committee, which brought together representatives of Government, the Civil Society and Donor partners. The Technical Working Committee was transformed into the PRSP

Secretariat combining with the Medium Term Expenditure Framework Secretariat at the Ministry of Finance and Planning. The committee held several exploratory roundtable sessions on the procedure for preparation of the strategy paper, developed, and articulated the PRSP process framework.

Kenya's PRSP is a short-term measure in line with the long-term vision outlined in the National Poverty Eradication Plan (NPEP). The NPEP proposes a fifteen-year time horizon to fight poverty and has adopted the International Development Goals (IDGs), which aim at reducing global poverty by 50%. The PRSP is a short-term strategy, which seeks to implement the National Poverty Eradication Plan in a series of three-year rolling plans. It is, therefore, an important instrument for implementation of key national development policies such as the NPEP, the National Development Plan and other development strategies and plans.

The PRSP process in Kenya was greatly enriched by experience sharing with the other countries in the region that had prepared or were in the process of preparing PRSPs.

PRINCIPLES OF THE PRSP

1. Giving a Voice to the Poor: The PRSP preparation process was

designed to ensure employment of participatory consultations that would directly involve the poor. By taking into account the voice of the poor in an enabling consultative manner, the PRSP has strengthened and given credibility to poverty reduction efforts that are sensitive to inclusivity. Kenya's PRSP process sought to empower communities to identify their basic needs and rights essential for ensuring sustainable livelihoods.

2. Participation and Ownership: In order to foster country ownership, the government of Kenya through the Ministry of Finance and Planning took the lead in PRSP preparation by playing the role of the enabler and facilitator, while a multiplicity of country-based stakeholders participated at different levels. Poor community members, Civil Society organisations and private sector institutions and individuals participated in the preparation process at different levels and in different capacities.

3. Transparency, Openness and Accountability: From the onset, all stakeholders sought to build these principles within the framework of the PRSP process. There was concern to guarantee free access to information and decision-making processes by all actors. It is anticipated that the bold step that this process pioneered as far as government planning is concerned in this

country will be a precedent for enhanced transparency and accountability in national planning and prioritisation of development initiatives.

4. Equitable distribution of National Resources: The process was designed to promote equity by providing for resource allocation on the basis of priorities identified by the people.

OBJECTIVES OF THE PRSP

1. Linking Policy, Planning and Budgeting: In the past, these critical components of the resource allocation process have been undertaken as independent entities. Adoption of the Medium Term Expenditure Framework (MTEF) for budgeting must ensure the link by providing budgetary allocations to specific measures set out in the PRSP, particularly ensuring poverty reduction spending.

2. Identifying National Development, Objectives and Priorities: For enhanced economic growth and declining incidences of poverty, it is important to accurately define national development objectives and priorities. The PRSP process sought to provide for this through its decision-making and nation-wide and multi-faceted consultative structures.

3. Harmonisation of the Financing Framework: The PRSP and MTEF budgeting processes were designed to ensure harmonised financing of growth and poverty reduction efforts for sustained fiscal discipline. The consultative nature of PRSP and the popular setting of development objectives and priorities that respond to the needs of the poor provide clear opportunities for the government and its partners to harmonise their efforts towards poverty reduction.

4. Quality Expenditure, Leading to

Efficiency Gains: As one of the key objectives of the twin processes, the PRSP/MTEF sought to ensure quality expenditure through proper planning, setting of clear targets, prioritisation of development initiatives and ranking and costing of activities. All these were seen as necessary conditions for quality expenditure.

5. Monitoring and Evaluation: Kenya's PRSP was sensitive to a feedback mechanism that would allow for monitoring and evaluation of every aspect of the process, from preparation of the strategies and policies to funding and implementation. The Monitoring and Evaluation mechanism was designed to ensure continuous participation of key stakeholders like communities. Such feedback from stakeholders would inform the next round of PRSP/MTEF resource allocation.

PRSP CONSULTATION FRAMEWORK

The development of the PRSP consultation framework was guided by five key principles. It had to be: -

I. Broad-Based: This entailed embodiment of all government departments and public institutions like parastatals, and going beyond government to include all stakeholders in the private sector covering large and small-scale businesses, informal and formal sectors, service, manufacturing, trading, production and agro-based businesses and individual entrepreneurs, etc. Others were CSOs, including local and international NGOs, Community Based Organisations, Professional Societies, Trade Unions, Consumer Groups, etc.

II. Inclusiveness: This entailed ensuring that the Vulnerable

Groups, like the poor, persons living with HIV/AIDS, persons with Disability, Children, Widows and Orphans, were to be consulted without discrimination.

III. Participation: This entailed ensuring that all who attended consultation meetings were given equal opportunities to voice their concerns and to be heard.

IV. Comprehensive: This entailed ensuring that the extent of coverage was significantly representative, incorporating all corners and sectors of the country, with a depth that provided opportunity for all to participate.

To operationalise these principles, a three-tier structure was developed covering National, District and Community levels. These levels are explained below: -

STRUCTURES

National Level Consultation Framework

The National Level was a complex framework that involved the Cabinet, National Steering Committee with a full-time PRSP/MTEF Secretariat, the Sector Working Groups, Thematic Groups and National Consultative Forum.

Cabinet

Represented by the Economic Sub-committee of the Cabinet was responsible for giving all the necessary approvals. They were also members of the National Consultative Forum.

The National Steering Committee

The National Steering Committee (NSC), which had the overall responsibility of management and guidance of the PRSP proc-

ess, was responsible to the Cabinet for the purpose of policy and overall government approval. The NSC was largely composed of Permanent Secretaries, Directors, Heads of parastatals and selected Private Sector and Civil Society representatives.

One of the crucial changes made by the National Steering Committee that had a positive impact and increased government ownership was bringing in Permanent Secretaries to chair Sector Working Groups, and co-opting them in the National Steering Committee. As accounting officers of their respective ministries, this initiative brought them closer to the PRSP process and provided them with opportunity to articulate their agenda, leading to resource allocation for their ministries.

The NSC was chaired by the Permanent Secretary-Ministry of Finance and Planning. Of special significance was the fact that a deliberate decision was made to include 5 women-led Civil Society Organisations.

The PRSP/MTEF Secretariat

Under the auspices of the NSC was the PRSP/MTEF Secretariat that co-ordinated all aspects of the PRSP consultation process. The Secretariat was housed in the Ministry of Finance and Planning. The Secretariat was composed of 8 government economists, 2 Civil Society representatives, 1 Private Sector representative, 1 Donor representative and 1 representative from the Poverty Eradication Commission in the Office of the President.

The PRSP/MTEF Secretariat was responsible for implementing all decisions made by the NSC and so prepared all NSC documents for consideration before sub-

mission to the Cabinet and the National Stakeholders Forum (NSF). The Secretariat was also responsible for the day-to-day management of the consultation process, expenditure, ensuring quality of consultations and providing technical backstopping to the districts, Sector Working Groups (SWGs) and Thematic Working Groups.

Sector Working Groups (SWGs)

These were composed of the Medium Term Expenditure Framework (MTEF) sectors, that is, Agriculture and Rural Development, Human Resource Development, Physical Infrastructure, Trade, Tourism and Industry, Public Safety Law and Order, Public Administration, Information Technology and National Security. Permanent Secretaries chaired SWGs with convenors coming from the Treasury.

Thematic Working Groups

There were 9 Thematic Groups, that is, Gender, Youth, HIV/AIDS, Disability, Media, Pastoralism, Governance, Monitoring and Evaluation and Financial Services. The purpose of Thematic Groups was to ensure issues affecting the most vulnerable and disadvantaged groups were discussed in detail by those who are directly affected, and priorities for intervention proposed by themselves.

Thematic Groups also provided an opportunity to discuss national issues that were cross-cutting in nature such as HIV/AIDS, Gender and Governance. Thematic Groups were chaired by CSOs, except Governance, which was chaired by the Permanent Secretary-Directorate of Personnel Management.

THE NATIONAL STAKEHOLDERS FORUM

At the apex of the PRSP structures was the National Stakeholders Forum (NSF), which was largely expected to receive, consider and endorse the proposals of the PRSP document with a view to promoting wider and national ownership of the document. The National Stakeholders' Forum was chaired by the Minister for Finance and Planning. Members of Parliament and the Cabinet, including His Excellency the President, were members of this forum. Other members included at least 3 representatives from each of the 70 districts, the Private Sector, Religious organisations the Civil Society, Sector Working Groups, Thematic Groups and other defined structures of the PRSP. Although there was designated membership, NSF was open to all Kenyans who were able to attend and voice their concerns.

DISTRICT LEVEL CONSULTATION FRAMEWORK

At district level, a more empowering structure, the District Consultative Forum (DCF), which enforced the principle of inclusion and participation by all, was preferred. This structure replicated the national level consultative process drawing its members from the Government, Religious Organisations, the Youth and Women, the Civil Society, Community-based Organisations, Special Interest Groups, Councillors, Members of Parliament and the Private Sector. Like at the national level, an inclusive Secretariat was drawn from these stakeholders and formed the technical arm of the District Consultative Forum.

The Forum elected the chairperson of the DCF. The DCF thus initiated a move away from the

Kenyan tradition in which District Commissioners (DCs) assume the role of automatic chairmanship of important structures or forum at the district level.

COMMUNITY LEVEL CONSULTATION FRAMEWORK

One of the biggest weaknesses of Kenya's planning process is the absence of the community voice. For many years, national development plans generated from districts and line ministries were developed without sufficient community input.

PRSP consultations were designed to ensure that the small voice of the poor was heard and input from Kenyans who live in and experience poverty was taken into consideration to inform the national planning process. In order to achieve this, Participatory Poverty Assessments (PPAs) were conducted in 10 of the 70 districts selected according to ecological zones to ensure coverage and representation. Trained facilitators drawn from government and civil society organisations facilitated PPAs.

OPERATIONALISATION OF THE PRSP CONSULTATION STRUCTURE

Management and Decision Making Process

The dynamics of managing the PRSP consultations nation-wide were very challenging. Kenya's process could be regarded as having been very extensive and elaborate.

The PRSP consultations were launched in November 2000, where the Kenyan public was introduced to the consultation

process and the programme of implementation. Provincial meetings in which district consultations were launched followed this.

The Consultation Process

The consultation process was organised in a manner to ensure that it provided wide opportunities for as many Kenyans as possible to offer information at different levels. Consultation structures were based both at the national level and in all regions of the country.

At the centre, consultations that generated critical information were those undertaken by the Sector Working Groups and the Thematic Working Groups. In the regions, information was generated through Provincial PRSP launch workshops and District consultations. The district consultations were structured in a three-tier complementary system: the general, comprehensive and in-depth consultations.

Sector Working Groups

Sector working groups (SWGs) were a source of information on Ministry and Sector priorities. Chaired by Permanent Secretaries and convened by senior officers from the Treasury, Sector Working Groups were opened up to the participation of members of the Civil Society, the Private Sector and Trade Unions.

The participation of non-government actors in SWG consultations had a critical impact on the information generated. It provided for critical evaluation of the sectoral priorities presented by the ministries and added crucial information from their constituencies that influenced the final prioritisation by the SWGs.

Thematic Working Groups

Thematic Working Groups generated and presented information that was unique and critical to the PRSP process. They had the responsibility of ensuring collection and collation of relevant information on the identified special themes that would otherwise be buried in the wider details of the PRSP.

Some of the Thematic Working Group organised and convened a series of consultations in different parts of the country. The Thematic Working Group for People with Disabilities, for example, convened consultative forums in every province from which information relating to its constituency was gathered and shared in careful detail.

District Consultative Processes

A three-tier approach was used to collect information from the districts.

The third tier of consultations was the general consultations in 45 Districts, comprehensive consultations in 25 Districts and community level *in-depth* consultations where Participatory Poverty Assessments were used to generate information that is more detailed in 10 of the 25 sample districts.

In the general consultations one-day meetings were held at the District levels, to facilitate discussions structured questionnaires were sent to participants in advance. In the 25 Districts comprehensive consultations were carried out both at the District and Divisional levels.

Partnerships in the Process

From the onset, Kenya was willing to accommodate involvement of stakeholders in the process. Nevertheless, the de-

cision to involve key non-government stakeholders in the planning and leadership of the PRSP process was eventually crystallised through the creation of Desks at the Secretariat for the Private Sector, Civil Society Organisations and Technical Advisor/Donor Partners. This was undoubtedly a strategic decision made by the Kenya Government for the sake of partnership in development. Important bridges were from then on built between the four main organised sectors and the people of Kenya.

Civil Society Participation

The role played particularly by civil society organisations in the consultative process at grass-roots level added value and legitimacy to the exercise, contributing immensely to its eventual success. This was undoubtedly in view of civil society organisations' involvement with the majority of ordinary people in rural and poor urban Kenya.

The decision of the National PRSP Secretariat to channel funds for countrywide consultations through civil society organisations on the ground entrenched the sector's strategic position in the process. As Lead Agencies, these organisations were responsible, not only for holding district consultation accounts and managing funds, but also for playing a leading facilitative role in ensuring the success of the consultations.

The civil society was represented in the PRSP/MTEF Secretariat and the National Steering Committee. It was also very active in the consultations at the National Stakeholders Forum, Sectoral and Thematic Group consultations and the District and community level consultations.

Private Sector Participation

Like the civil society, the government consulted the private sector in a deliberate and formal manner. A private sector forum was established. The contribution of this sector was particularly strong in the Sector Working Groups where they sent representatives to all meetings and made very strong presentations on matters related to economic management, taxation and creation of enabling policy environment for rapid economic growth. The private sector was also particularly strong in the Governance Thematic Group where they made strong presentations on issues of corruption and economic mismanagement. However, at district level, the private sector had limited contributions as they lacked the capacity to cover the whole country. The Private Sector was also represented in the PRSP/MTEF Secretariat and National Steering Committee.

Donor Participation

Although the government knew the importance of PRSP, the 2000/2001 budget had no provision for it, leaving the Government no other option than to seek assistance from development partners. The response to the government appeal to these partners to provide support was overwhelmingly positive. The government prepared a PRSP budget and presented it to the Donor Group - The Economic and Governance Group (EGG) co-ordinated by the World Bank. Over 15 development partners attended the meeting in which the government presented a consultation framework and strategy and the costed work plan.

A Memorandum of Understanding was developed which established basket-funding arrange-

ments. The United Nations Development Programme (UNDP) was appointed fund managers. At this point, it was assumed everything was in place to commence the PRSP process, but signing of the agreement delayed for over one month until 21st December 2001 when participating donors completed appending their signatures.

The main constraint at the beginning of consultations was the slow pace in funding. The basket fund did not grow at the same pace as the progress of consultations.

Media Participation

Deliberate measures were taken to involve the media in the process. This was mainly to facilitate positive publicity for the PRSP Process. A media task force was put in place to prepare a communication strategy for the PRSP.

TAKING ON BOARD GENDER CONCERNS

Gender was recognised as a crosscutting issue in the PRSP and one that had not been addressed in the IPRSP. Deliberate measures were thus taken to ensure that it was taken on board.

Although women and the youth representation varied from district to district, the deliberate action taken by the PRSP Secretariat to ensure that at least 30% women representation helped improve their participation. In some districts women's attendance surpassed this percentage. During the meetings, facilitators ensured that women and the youth received sufficient space and time to express their views. The PRSP consultations provided this space that saw a very strong Gender Thematic

Group emerge, many women being elected to district secretariats, and women organisations being represented at the National Steering Committee.

The thematic group prepared a Gender Memorandum highlighting the critical areas of concern. Gender experts were also seconded to the entire sector working groups and other thematic groups to give advice and articulate gender concerns.

THE PRSP DOCUMENT

The product outcome of the PRSP process is the PRSP document itself. To emphasise the quality and depth of the consultation process and ensure that there is national ownership, the Kenyan PRSP is referred to as a Kenyan peoples' document: *"prepared by the people and government of Kenya"*. It is structured in two volumes.

PRSP Volume 1: Volume 1 is structured in seven chapters. Chapter 1 is an introductory chapter that states the *raison d'être* of the PRSP outlining its principles and objectives. It also points the measures PRSP proposes to be undertaken by government to reduce poverty and generate growth and its relationship with the MTEF budget. Chapter 2 covers review of implementation of the IPRSP, which is the precursor of this full PRSP while Chapter 3 examines poverty, dimensions, extent and magnitude, nature and characteristics. It also covers causes of poverty both physical and structural.

Chapter 4 covers the macro-economic framework in which all strategies are placed to play. It examines the history of economic trends in Kenya and fiscal strategy for the future (2001-2004) including painting scenarios

for pro-poor growth. Chapter 5 covers the national issues and challenges drawn out of the thematic groups while chapter 6 covers sector priorities generated out of district and sector working groups' consultations. Chapter seven which is the final chapter of this volume covers monitoring and evaluation of PRSP. The implementation matrix is part of this volume.

PRSP Volume 2: Volume 2 covers 8 annexes which include; methodology of the PRSP consultations, national priorities, sector issues and priority matrix, thematic issues, experiences from PPAs, district issues and priorities, district ranking of priorities and weighting criteria.

A team consisting of government officers, representatives of the Civil Society and the Private Sector and a technical advisor representing development partners, drafted the two volumes of the PRSP.

National issues and priorities were defined through blending of priorities from the districts, the sector working groups and the thematic working groups, and the findings of the participatory poverty assessments. Through this process, Agriculture and Rural Development received the highest priority ranking; followed by Human Resource Development, Physical Infrastructure, trade Tourism and Industry, Public Safety Law and Order, and finally Information technology. At the district level, the Information technology sector was hardly mentioned as it is a relatively new area to most Kenyans, and in any case the necessary infrastructure outlay is not in place for it to have an immediate impact in the lives of many Kenyans.

LESSONS LEARNT

- For the first time, Kenyans from all walks of life are playing a proactive role in the planning and budgeting process.
- Kenyans, especially the poor, understand well the causes, nature and extent of their poverty and are valuable contributions in the design and implementation of strategies aimed at tackling the challenges of poverty.
- Community priorities are well understood at the national level.
- The PRSP consultation process has provided useful insights regarding self-organisation and the involvement of the poor for poverty reduction.
- Consultative effort creates synergy, muscle and the required national support for the achievement of development objectives.
- The consultations form a good basis for determining stakeholder strengths, opportunities and weaknesses.
- The all-inclusive approach adopted in preparing the PRSP is a good example of how collaboration between the Government, Private Sector, NGOs and Development Partners can be adopted to achieve positive results.
- Collaboration may lead to harmonisation of development initiatives reducing duplication.
- The PRSP process introduced a more open and consultative way of doing business in government.

BEST PRACTICES FROM THE PRSP PROCESS

Consultative Framework: consul-

tations at national, district and community level provided a unique way of bringing together various stakeholders and organisations to map out and refine poverty reduction strategies. This could be replicated for other development initiatives.

Approach: the three tier approach adopted i.e. PPAs in 10 districts, comprehensive consultations in 25 districts and general consultations in 45 districts serves as a best practice for countries constrained in terms of time and financial resources.

Funding: to fund the PRSP process the government prepared a costed work plan that was then presented to donors for support. A basket fund was established under the co-ordination of the United Nations Development Programme (UNDP). Approach can be emulated in future to fund a similar exercise or others that may require large amount of funds.

Sector wide approach to planning and budgeting: has the benefit of targeting key sector issues and enhancing sector linkages. Provides a comprehensive framework that enables us to look at the economy in its totality and simplifies monitoring and evaluation.

Monitoring and Evaluation Framework: the all-inclusive M&E framework developed provides a basis for assessing the successful implementation of the PRSP and incorporates a feedback mechanism.

Participation: PRSP process provides space for the people to make choices of what they need done in their country. The power generated by the PRSP process influenced the direction of the consultations and ultimately the

final result. With such a large group involved in charting the future of their destiny, ownership was increased and therefore it became impossible to stop the momentum.

SOME CHALLENGES FACED

The main challenge in the PRSP process was managing of the consultations nation-wide. Other challenges faced during the consultations included the slow pace of building consensus, slow disbursement of funds, tight schedule, initial bad publicity, capacity constraints, level and quality of participation, collating and analysis of the numerous amount of information gathered, general scepticism and building trust of the people and high expectations created.

Implementation Status of the PRSP

The implementation of the PRSP in Kenya is still in its early stages as the document was adopted in June this year. Attempts were made to use the PRSP as a reference document for allocation of resources under this year's MTEF budget. A weighting criterion for resources allocation was developed based on the priorities in the PRSP.

The implementation matrix in the PRSP was prepared in a participatory manner and indicates Projects to be implemented, in a 3-year framework, Time Frame, Resources Required, Bench Marks and Indicators and Main Actors. Monitoring and Evaluation Framework that allows for partnership with all stakeholders has been developed.

The Government response to the PRSP is through the budget and providing an enabling environment for the other stake-

holders to operate. As partners in development the civil society and private sector are expected to prepare their responses to the PRSP.

CONCLUSIONS

The PRSP process introduced a more open and consultative way of doing business in the Government.

Kenya's Poverty Reduction Strategy Paper is an outcome of one of the most extensive, popular and successful consultative processes the country has undergone since her independence.

The PRSP process received overwhelming support, especially from the poor. The PRSP in Kenya thus become much more than a donor driven exercise as it provided an opportunity for the people to identify development priorities and appropriate home-grown solutions. Adoption of the process of participation was long overdue as such a process can only add value to the development process. The ultimate outcome was the production of a visionary PRSP prepared by the people and Government of Kenya.

The ultimate test of the PRSP consultative process and the resulting PRSP will be the implementation of identified national priorities and set strategies and the subsequent reversal on a sustainable basis of the current poverty trends and growth indicators.

For successful implementation of the PRSP the collaboration of all stakeholders that was put in place during the preparation of the PRSP must be adopted during the implementation. This is the only way the expectations of the people will be met. ■

PRSP PROCESS AND THE PARTICIPATORY FRAMEWORKS ADOPTED BY THE GOVERNMENT OF TANZANIA: LESSONS AND EXPERIENCES FROM TANZANIA

Anna Mwashia¹

1. THE TANZANIAN POLICY FRAMEWORK FOR POVERTY REDUCTION

Tanzania has developed a range of strategy papers and policy initiatives to guide its poverty reduction efforts. This process started well before the country became eligible for debt relief under the enhanced HIPC Initiative, which led to the drafting of a Poverty Reduction Strategy Paper. The major landmarks are the National Poverty Eradication Strategy (NPES), the Vision 2025 document for Mainland Tanzania and Vision 2020 for Zanzibar, the Tanzania Assistance Strategy (TAS), the Medium Term Expenditure Framework (MTEF) and the Public Expenditure Review (PER).

Vision 2020 and 2025 describe in general terms the overall level of development the country wants to achieve over the course of the next few decades. The NPES sets a wide range of more specific poverty reduction targets. Its overall aim is to reduce abject poverty by 50 per cent by 2010 and eliminate abject poverty altogether in Tanzania by the year 2025. Among the priority sectors targeted in the NPES are education, health and nutrition, water and sanitation, agriculture, employment creation and income generation. The focus is on the translation of long-term aspirations into concrete, short-term and medium-term targets. The understanding of poverty in the NPES is a multi-dimensional one.

The strategy describes poverty as a state of deprivation, prohibitive of decent human life. This covers a very wide range of indicators indeed. The Vision documents and the NPES have made it very clear that Tanzania needs to find ways to produce adequate, timely and reliable data and information for the wide range of poverty dimensions dealt within these documents.

The government has also developed a draft framework known as the Tanzania Assistance Strategy (TAS). This strategy serves to guide the development cooperation with the international community. The central idea of TAS is to improve the effectiveness of aid through the strengthening of local ownership, donor coordination and the promotion of best practices in partnership. The priorities in the TAS are in line with the NPES and Vision documents. In detailed preparatory work for the TAS, the current shortcomings in Tanzania's data and information systems became very apparent and a significant amount of work was done to document these shortcomings and to begin thinking about how to address them.

The twin processes of the Medium Term Expenditure Framework (MTEF) and the Public Expenditure Review (PER) are also instrumental in the overall policy framework for poverty reduction. It is through these processes that the government has begun to pri-

oritize pro-poor expenditure and to track the efficiency and effectiveness of public expenditure.

2. POVERTY REDUCTION STRATEGY PAPER

The Tanzania PRSP builds strongly on all the initiatives that were already in place. The strategy outlined in the PRSP emphasizes the promotion of accelerated and equitable growth, investment in human capabilities, protection of vulnerable groups and the establishment of a conducive environment for growth and poverty reduction. The PRSP is narrower than the NPES, Vision and TAS, in that it covers a shorter time span (until 2003) and in that it further narrows down the priorities set in the earlier documents. The enhanced HIPC Initiative makes a strong link between debt relief and poverty reduction and therefore needs regular data to assess to what extent this link is borne out in reality. The Government is also implementing different activities relating to poverty reduction. These activities include: improvement of statistics on poverty incidence, strengthen institutional capacity for monitoring and evaluation of poverty initiatives, ensuring that the government budget is focused towards poverty reduction, carrying out school mapping to facilitate micro-planning for reforming the basic education system, and strengthening the fight against HIV/AIDS.

¹ Ms. Anna is the Director of the Secretariats for the Poverty Reduction.

Tanzania has also prepared the first annual progress report on the implementation of the poverty reduction strategy that has been completed and submitted to the IMF, the World Bank and the donor community, as well as to domestic stakeholders. The progress report outlines strategies and costing of priority sectors for poverty reduction, provides an update of poverty diagnosis, highlights key macroeconomic and structural reforms, and provides the status of specific HIPC completion point conditions. It also provides a rolling perspective of the government's poverty reduction efforts through 2003/04, together with the projected financing requirements. The preparation of the progress report involved wide range of stakeholders.

2.1. The PRSP Participatory Process

When Tanzania qualified for debt relief under the enhanced HIPC Initiative in 1999, the interim PRSP was prepared in early January 2000. The interim PRSP was discussed at a consultative technical meeting (Government representatives and stakeholders from the donor community and civil society). It was reviewed and approved by the Cabinet in early February 2000. After that, the drafting of a Poverty Reduction Strategy Paper was initiated. The Paper was approved by Parliament and submitted to the Executive Boards of the World Bank and the IMF for endorsement in September 2000, and been endorsed at the end of November 2000. The Tanzanian PRSP was developed through a participatory process, which consulted a very wide range of stakeholders at all levels of society through Zonal Workshops. This process drew on the views of villagers, district councilors, and government staff at all levels, civil society organizations, Members of Parliament,

the private sector and the academic and research community.

2.2. Consultative Group Meetings (CG)

The Government and its development partners have created opportunity for Civil Society Organizations (CSOs) to participate and comment on the different strategies and plans towards poverty reduction in Tanzania. In particular, the CG meeting which took place in Tanzania from 7-11 September 2001, conducted special sessions with CSOs in the form of informal meetings to maximize Civil Society participation. However, in May 2000 Tanzania held another CG meeting. At this meeting, the Government reported on the progress towards the preparation of the PRSP, including the outcome of the zonal workshops.

The reports presented were the annual progress report of poverty reduction strategy, priority sectors progress reports and their strategies.

2.3. Gender

The government is implementing initiatives aimed at reducing income and non-income poverty among women, and strengthening their position in the country's development. Following the adoption of the 2000 policy on Women's Development and Gender, all government ministries are now required to mainstream gender considerations into their operation. Moreover, sub-Programme on women and Gender Advancement has been developed. The programme places special emphasis on enhancement of women's legal capacity; economic empowerment and poverty eradication; women political empowerment and decision making; and access to education, training and employment.

3. POVERTY MONITORING SYSTEM

There has been a growing demand for data for effective monitoring and evaluation of poverty eradication programmes in Tanzania. This demand was felt after the adoption of the Government's National Poverty Eradication Strategy (NPES) in 1997, became more pronounced in the drafting process of the Tanzania Assistance Strategy (TAS) and has grown even more acute with the arrival of the Poverty Reduction Strategy Paper (PRSP). There is a need to measure whether the activities, which are being implemented under these strategies, are indeed improving the welfare of the people and to use the resulting information to improve these activities. Reliable data is required to raise awareness of trends in poverty, to expose policy makers to this evidence and to promote changes in strategies, in order to make them ever more effective. A poverty monitoring system needs to be put in place that generates data that can inform unbiased monitoring and evaluation of poverty reduction strategies.

The targets set in the various documents that guide Tanzania's poverty reduction efforts are ambitious, although not impossible to achieve. In order to ensure that the targets are met, it is important that all resources available for development are used in the most effective and efficient way possible. This means that there is a need for accurate and timely data, which will allow an objective judgment on whether the strategies are having the desired effect. The poverty monitoring system will ensure that the required data is collected, analyzed, disseminated and used for policy analysis and planning. It will enable policy makers to assess progress under the strategies and to make adjustments where necessary to

correct observed inadequacies, sustain, and boost efforts that turn out to be particularly successful.

3.1. Steps Taken to date Towards the Establishment of a Poverty Monitoring System

The design of a poverty monitoring system in Tanzania did not have to start from scratch. Many activities and initiatives related to poverty monitoring were already in place. However, they were not very well coordinated and the challenge is to blend them into a coherent poverty monitoring system.

An important exercise that has contributed significantly to the development of the poverty monitoring system is the drafting of a list of poverty and welfare indicators. This initiative was coordinated by the Vice President's Office. It involved a thorough consultative process, in which a wide range of stakeholders was given the opportunity to share their views on the nature of poverty and the indicators that might be most relevant to capture the phenomenon. The final selection of poverty and welfare monitoring indicators was published in a booklet in 1999. The booklet contains a list of 76 indicators, which are considered to be of key importance for monitoring poverty and welfare in Tanzania. It also contains a description of each indicator, the sources for its estimates and a discussion of its measurement. The booklet received wide circulation and has started to serve as a reference work for poverty monitoring activities. It is, therefore, an important building block of the poverty monitoring system. It was very useful in selecting a core set of indicators for PRSP monitoring.

The second important element of a poverty monitoring system that is already in place is the Tanzania

Socio-Economic Database (TSED). This database aims to provide easy, user-friendly access to data on a range of socio-economic indicators. The database is managed and developed by the National Bureau of Statistics, which works closely with ministries and non-governmental agencies and institutes. A working prototype of the database is available and a first release of the database was launched in May 2001. This release will contain a series of over 65 indicators, all related to poverty. Where available, time series for the indicators are included and data is disaggregated up to district level, by sex, by urban/rural strata, etc. TSED will serve as the repository for data generated by the poverty monitoring system and will thus be an invaluable part of it.

Soon after the drafting process of the PRSP was complete, a consultative workshop was organized to deliberate on poverty focused social analysis, strategies for poverty monitoring and the institutional framework required for this. This workshop was very instrumental in moving the discussion on the poverty monitoring system forward. The workshop started from the following concerns:

- There is a lack of information and clear understanding on the extent, the causes and changes in poverty in Tanzania
- Although different institutions and agencies have undertaken poverty related research and analysis, the approach remains ad hoc and disjointed. This state of affairs leads to a situation where data and information is not comparable and where there are gaps in data collection, thus making monitoring and evaluation difficult
- An integrated poverty monitoring system is lacking
- There is no clear and well-understood institutional frame-

work for poverty monitoring

The workshop did, however, acknowledge the existing efforts to address poverty measurement and analysis by institutions such as:

- The Central Government, namely the Vice President's Office, Planning Commission, Treasury, and other Central Ministries
- The donor supported research in the context of development programmes and projects
- The institutions of higher learning and research institutions such as Research on Poverty Alleviation (REPOA) and the Economic and Social Research Foundation (ESRF)

The consultative workshop reached a number of important conclusions that form the basis for the further design and operationalisation of the poverty monitoring system. Agreement was reached on a core set of indicators for PRSP monitoring, the data sources for these indicators, the frequency of data collection and the institutions responsible for these indicators. It was, however, noted that poverty monitoring beyond the PRSP may need to look at a slightly larger set of indicators, drawing from the list of poverty and welfare monitoring indicators identified by the Vice President's Office.

As far as data sources are concerned, the workshop concludes that two new data collection mechanisms need to be established for the poverty monitoring system. The first one is a regular, light quantitative poverty monitoring survey, which can fill in the gaps in between the major household surveys. For some of the indicators that are more complicated to measure, such as income and expenditure, the annual survey will look at proxy indicators. No agreement has been reached yet on the exact meth-

odology of the annual surveys. One contender is the Core Welfare Indicator Questionnaire (CWIQ) methodology, which is being implemented in Tanzania as a monitoring tool for poverty reduction initiatives such as the Tanzania Social Action Fund (TASAF). The other option is to develop a flexible poverty-monitoring module, which can be built into existing major household surveys at little extra cost. The workshop deliberated on the advantages and disadvantages of these two approaches, but decided to reserve its judgment until the results of piloting of the CWIQ approach are known later this year.

The other data collection mechanism that needs to be put in place, as decided at the workshop, is a regular Participatory Poverty Assessment (PPA). The government is committed to continuing this participatory process. As a result, it also has to reflect in the monitoring system. The PPAs will allow the poor themselves to express their views on how poverty is evolving, what the causes are behind changes in the level and nature of poverty and how different policies and strategies are having an impact on the poor. The data and information coming out of the PPAs will be invaluable to put the quantitative data in context and to enhance our understanding of them. A big challenge will be to combine quantitative and qualitative data sources and to have both sources taken into account equally in policy making. The design of the methodology of the PPAs will start in the next months.

Finally, the workshop also deliberated on the institutional framework for poverty monitoring. It was agreed that there is a need to form a poverty-monitoring steering committee, which is inclusive in its membership and will in-

clude representatives of all relevant parts of government, civil society, the academic and research community and the private sector. At a follow-up meeting, it was decided that in the interim, until this poverty monitoring steering committee is set up, the PRSP technical committee will perform the role of guiding the establishment of the poverty monitoring system. The workshop also suggested that while the overall poverty monitoring steering committee will give general guidance to the system, there is a need for smaller technical working groups to do substantive work on putting the system in place. At a follow-up meeting, the following groups were formed:

- **Surveys and census**—a group under the leadership of the National Bureau of Statistics, to work on a multi-year household survey program and to design the annual poverty monitoring surveys
- **Routine data collection**—a group coordinated by the Ministry of Regional Administration and Local Government, to work on the enhancement of existing systems within various ministries for administrative and routine data collection
- **Research and analysis**—a group led by Research on Poverty Alleviation (REPOA) in close collaboration with the Planning Commission, to set priorities for ad hoc research and analysis and to propose funding mechanisms for these. This group will also take the design of PPAs forward
- **Dissemination and sensitization**—a group coordinated by the Vice President's Office to work on a programme of dissemination of data and information generated by the poverty monitoring system and awareness raising on trends in poverty.

All the four technical working groups have been formed and started to meet. They have deliberated on their Terms of Refer-

ence and their compositions. Also they have prepared drafts of their work plans which constitute a Poverty Monitoring Master Plan. A developed poverty Master Plan is an important tool for fostering a coherent approach to poverty assessment in Tanzania. The Master Plan outlines a programme of work for the next three years, provides a partial costing of activities, and outlines capacity building efforts that will be needed.

4. CONCLUDING REMARKS

In order to achieve economic growth and poverty reduction it is important to strengthen private investment and increase efficiency in the goods and financial markets. This will include:

- Proper allocation of the aid and public resources to the priority areas
 - Enforcement of the basic financial management procedures and control is very important.
 - People's participation in the formulation and implementation of their plans is critical to the success of projects/programmes.
- Since the majority of the poor are engaged in agriculture:
- (i) a deliberate focus on agriculture is key to poverty reduction.
 - (ii) the role of the developed countries is crucial in creating access to developing countries' produce.
 - (iii) training (sustainable) is very important to the poor through imparting the necessary skills and knowledge.
 - (iv) raising productivity in agriculture will raise the peasants purchasing power, increase saving and ultimately investment. ■

THE PRSP PROCESS AND THE PARTICIPATORY FRAMEWORK IN UGANDA

Fred Matovu¹

1. INTRODUCTION

The 1996 World Bank study on household welfare in Uganda indicated that poverty was a problem that required immediate attention. The same view was confirmed by other studies on poverty in Uganda (Opio, 1996; Okwi 1995). Following this observation, government undertook the task of developing the 1997 Poverty Eradication Action Plan (PEAP) to respond to the escalating poverty situation. To ensure a more participatory approach to poverty reduction, the Uganda Participatory Poverty Assessment Process (UPPAP) was undertaken in nine pilot districts to gather views of different groups, particularly the poor. The findings of the UPPAP and other consultative meetings provided for and formed a basis for revising the 1997 PEAP.

The Revised PEAP 2000 is Uganda's comprehensive Development Framework, and as such forms the Poverty Reduction Strategy Paper (PRSP). The PEAP has guided the formulation of government policy since its inception in 1997 and since then, it has been revised taking a more participatory approach in identifying the key issues surrounding poverty dimension and how it can be tackled. The PEAP has been streamlined to reflect the PRSP guidelines as provided for by the World Bank.

The overall Poverty Eradication

Strategy is based on the following principles:

- The public sector's role is to intervene in areas where markets function poorly or would produce very inequitable outcomes.
- Where the public sector intervenes, it should use the most cost-effective methods, including the use of NGOs for service delivery where appropriate.
- Poverty - eradication is a partnership and should involve the closest possible integration of the efforts of government with its development partners.
- All government policies should reflect the importance of distributional considerations, of gender, of children's rights, and of environmental impacts.

The formulation of desired outcomes and designing of inputs and outputs to promote them would guide each area of public action.

The PEAP is established on four major pillars, reflecting the national policy to address the poverty problem in the short and long-term. These are:

- Creating a framework for economic growth and transformation
- Ensuring good governance and security
- Directly increasing the ability of the poor to raise their incomes, and
- Directly increasing the quality of the life of the poor.

The revision of the PEAP in 2000 -2001 has drawn on the progress made since the first version of 1997, the development of sector-wide approaches, the participatory research on poverty assessment carried out by the Uganda Participatory Poverty Assessment Process (UPPAP). It has also drawn from the constraints identified in the poverty status report, the development of costing and monitorable indicators in many sectors, and the consultations held in respect of developing the 2000 PEAP itself.

2. PARTICIPATORY PROCESS IN DEVELOPING THE PEAP

In revising the PEAP, a number of consultative meetings were held with different stakeholders as outlined below:

The UPPAP generated the different dimensions of poverty as perceived by different communities. Issues of insecurity, isolation, and disempowerment were identified as the causes of poverty. The major finding of the UPPAP was that poverty is multidimensional, and that broadly defined poverty was actually increasing, particularly in the rural areas.

General consultative meetings: These meetings involved wide representation of stakeholders including politicians, ministries, donor and NGO groups, the private sector, civil society, urban and local authority, and the me-

¹ Is a lecturer at the Makerere University Institute of Economics, Uganda, Kampala.

dia. The basic objective of these workshops was to review drafts and provide detailed comments on policy issues from the drafts.

Regional meetings for district officials: The Ministry of Local Government, to explain the PEAP, UPPAP findings, and the budget issues, organized regional meetings.

Donor consultations were made during the donor consultative group meetings, and

Political consultative workshops for members of all parliamentary session committees were held on issues relevant to their sector.

Existing consultative processes, such as the sector working groups for the Budget framework process, NGO consultative meetings, and donor consultative group meetings will be utilized to deliberate on issues arising out of the implementation of the PEAP, and make appropriate adjustments.

2.1. Actual and Expected Benefits of the Participatory Framework

There are noted benefits that accrue to the participatory nature of the framework that was adopted in the development of the PRSP. First, the process is more dynamic and responsive to changes in policy priorities and resource constraints. This implies priorities of different interest groups or locations can be accommodated while maintaining the overall national priorities, and at the same time pay regard to resource implications of identified priorities. This enables the plan to be more focused and realistic in setting targets.

The second aspect is that the process has guided development of sector-wide plans, district and

lower level development plans in an interactive and participatory approach to cater for the differences in priorities at the different levels while maintaining the national goals. By the sector, district and lower level plans evolving from the process of the PRSP, inconsistencies that would otherwise emerge between national and lower level plans are reduced.

3. CONSTRAINTS TO AND INCONSISTENCIES IN THE IMPLEMENTATION OF THE PEAP

Whereas some achievements have been recorded in the implementation of the PEAP, with the overall objective of reducing poverty, there are still a number of constraints, and inconsistencies, which require to be addressed. These include:

(i) Economic Growth and Structural Transformation for Poverty Reduction

There have been some achievements registered with respect to maintaining macroeconomic stability. However, the slowdown in economic activity in 2000 due to deteriorating terms of trade (arising from a decline in coffee prices), the prolonged drought, and the fish ban is a manifestation of the high degree of vulnerability of the economy to external shocks, and the need for diversification of production. This remains a challenge in addressing pillar number one of the PEAP.

The other issue is whether economic growth actually leads to poverty reduction. Economic growth, according to the EPRC model, is shown to depend on three factors; accumulation of human capital, physical capital and the shift of labour from agriculture to manufacturing. The poor, however, still greatly lack these factors, to fully participate

in economic growth. There is, therefore, need to look at the sources of growth and how each affects poverty. Data on poverty trends across sectors shows that the food crop sub-sector, where the majority of the poor are engaged, had the highest head-count ratio and a minimal reduction in income poverty as compared to other sub-sectors. Indeed, this sub-sector experienced the least gain, if any, from the reported economic growth over the period.

(ii) Good Governance and Security

In respect to poverty reduction, insecurity causes two basic problems; that is, decline in economic productivity, and increased ill-health. Whereas there is improvement in freedom of choice by the people, grave human rights violations remain in areas of civil strife. The basic challenge to achieving this pillar of the PEAP is evolving a popular political system that ensures maximum tolerance and minimum oppression of opponents. That is, the mutual co-existence of the majority and minority groups. Corruption is still deep-rooted in public institutions, and disaster management systems and safety networks that would provide security for the poor are still weak. The PEAP does not adequately address these issues.

(iii) Increasing the Ability of the Poor to Raise their Incomes

The Poverty Status Report 2001 shows that economic growth has broadly reduced poverty, but the impact has been uneven among the poor. Indeed, inequality, as measured by the Gini coefficient, has increased. This reflects the minimal gains in welfare of the poor as compared to the rich. The welfare of the poor has not improved and the key areas of deprivation are nutrition, com-

munication and transport. A number of reasons have been provided for this, first that the poor are not well integrated into trade, and as such cannot take advantage of the liberalized market for goods and services. This is largely due to poor market information, roads, and a narrow domestic market. Second, the poor have limited access to appropriate technology, and less costly credit to engage in gainful production. There is a great lack of employment opportunities for the youth, following the restructuring of the civil service, and the slow expansion of the private sector.

The argument in the government circles has been that if the institutional and infrastructure constraints, such as transport and communication, credit for agricultural extension, were removed, then the productivity of the poor (who are largely involved in agricultural production) will increase and their incomes improve.

Secondly, that the structural reforms such as market liberalization and privatization will provide greater opportunities for the poor. However, these interventions are not enough to improve the income of such a farmer! If the rural farmers continue to operate in their smallness, dealing in low value agricultural produce, gainful income will not be attainable.

(iv) Improving the Quality of Life of the Poor

The Poverty Status Report 2001 has shown that there has been an overall improvement in the provision of basic services. There has not been any substantial improvement in the quality of life of the poor.

Besides the small resource envelope to provide social services,

management of funds allocated for provision of these services is highly questionable. There have been rampant reports of embezzlement of funds meant for UPE as one case of poor management of resources in the social service sector. Both of these factors have contributed to the slow growth in service provision. This remains a major problem constraining service provision, which must be addressed.

3.1. Other Constraints

The implementation of the PEAP largely falls on the decentralized districts. But there is grave lack of capacity at this level to take on this role effectively. The capacity of the local governments to raise the necessary revenue to implement the programs under the PEAP is in many cases quite limited.

Secondly, it should be recognized that implementation of the PEAP is a learning process at all levels, and as such there is need to focus at manageable and feasible targets. As it stands, the PEAP is too ambitious, setting too many targets, which poses a problem of monitoring and evaluation. The problem here is the available resources being thinly spread over many activities.

The great reliance on Donor Aid to implement the PEAP and financing the Budget poses even a greater problem. The internal revenue base, though reported to be increasing, is still not sufficient to finance public expenditure.

The other issue is the absorptive capacity of the poor to get involved and willingness to participate in government programs. There is need to focus at activities that the poor have the capacity to gainfully participate.

4. THE WAY FORWARD: THE AUTHOR'S VIEWPOINT

The success of the PEAP in reducing mass poverty will depend on a number of factors, but the key ones include:

1. A clear understanding of the poverty dimension and promoting poverty reducing programs.
2. The amount of resources available and the management of these resources.
3. The human capacity to implement the PEAP, particularly at the decentralized local government levels, i.e. district, and sub-county level.
4. Keeping the PEAP to a manageable dimension given the financial and human resources that can be mobilized.
5. The overall macroeconomic framework and democratization process.

In a nutshell, the whole issues lies in making the poor understanding their plight, and the policy makers understanding what it means to be poor. Otherwise, policies and programs will be drawn, but remain irrelevant to the situation.

REFERENCES

- Appleton, S. (2001), Poverty in Uganda, 1999/2000: Preliminary estimates from the UNHS. University of Nottingham (January) Mimeo.
- Okwi (1995), The Dimension of Poverty in Uganda: A Basic Needs Analysis, A Masters of Arts dissertation Submitted to Makerere University (unpublished).
- Republic of Uganda (2001), Uganda Poverty Status Report, Ministry of Finance, Planning and Economic Development, Kampala.
- Republic of Uganda (2000), The Poverty Eradication Action Plan, Ministry of Finance, Planning and Economic Development, Kampala.
- World Bank (1996), Uganda: the Challenge of Growth and Poverty Reduction, a World Bank Country Study, the World Bank, Washington, DC. ■

THE PRSP PROCESS: SETTING UP THE FRAMEWORK LESSONS AND EXPERIENCES FROM TANZANIA

Vincent Leyaro (ESRF)

1. INTRODUCTION

After qualifying for debt relief under the enhanced HIPC Initiative in 1999, Tanzania started preparing a comprehensive Poverty Reduction Strategy Paper (PRSP), which was a key requirement for reaching the completion point under the enhanced Initiative for HIPC and which provides background essential to IMF and World Bank lending to Tanzania. The paper was approved by Parliament, presented to and endorsed by the Executive Boards of the World Bank and IMF in November and December 2000, respectively.

1.1. The Participatory Process for the PRSP

The strategy was prepared through a participatory process that involved consultation with and the participation of all stakeholders including the civil society and development partners.¹ The overall process can be summarise as follows:

(i) Policy and Technical Co-ordination of the PRSP Work

¹ These include, among others, African Development Foundation; Community Development Trust Fund of Tanzania; Concern World-wide; Economic and Social Research Foundation; OXFAM; Promotion of Rural Initiative and Development Enterprises; Research and Poverty Alleviation; Tanzania Association of NGOs; Tanzania Council of Social Development; and Tanzania Social and Economic Trust.

In October 1999, a Committee of twelve Ministers and the Governor of the Bank of Tanzania was formed to steer the process of preparing the PRSP. This Committee was supported by a Technical Committee comprising officials from the Vice President's Office, Prime Minister's Office, Planning Commission, Ministry of Finance, Education, Health, Works, Community Development, Local Government, Agriculture, Water, Energy and Minerals, Labour and Youth Development and the Bank of Tanzania and was co-ordinated by the Ministry of Finance. The process of preparing the PRSP was co-ordinated by the Vice President's Office. The Technical Committee was specifically asked to prepare the interim and final PRSP and organise the Zonal PRSP, and National Workshops.

(ii) Interim PRSP

The interim PRSP was prepared by the Technical Committee in early January 2000; discussed at a consultative technical meeting, including Government representatives and stakeholders from the donor community and civil society; and reviewed and approved by the Cabinet in early February 2000.

(iii) The Zonal Workshops

The Zonal Workshops were mainly aimed at soliciting views

from the grassroots stakeholders. They were conducted concurrently in seven zones covering all regions in Mainland Tanzania.

Each district was represented by 4 villagers (sampled randomly from two villages), one district councillor, one town councillor, and one district executive director (DED). For every zonal workshop, civil society was represented by five NGOs (with one person each). In total, 804 participants attended the workshops, comprising of 426 villagers, 215 councillors, 110 District Executive Directors (DED) and 53 persons from NGOs. Of the participants, 180 (or 22 per cent) were women. The workshops were conducted through working groups followed by plenary presentations. To ensure active participation, villagers were grouped according to region and gender, councillors by region; DEDs by region; and NGOs by zone. Among the issues discussed by each group were: definition of poverty, causes of poverty, characteristics of poverty, indicators for poverty, identification of priority areas for poverty reduction and actions required.

Generally, the zonal workshops were successful in highlighting the views and reactions of grassroots participants, particularly women. The report on each zonal workshop was presented to the Technical Committee.

(iv) Consultative Group (CG) Meeting

At the CG meeting, which took place in Dar es Salaam, the Government reported on progress toward the preparation of the PRSP, including the outcome of the Zonal Workshops.

(v) Preparation of the Initial Draft of the PRSP

The initial draft of the PRSP was prepared by a team of experts from key ministries using the results of consultations with the stakeholders and background papers such as Tanzania Development Vision 2025 (1998); Tanzania Assistance Strategy (TAS), National Poverty Eradication Strategy (1997); National External Debt Strategy (1998); and Public Expenditure Review (PER). Specific studies on education, health, agriculture, rural development, environment, employment, HIV/AIDS, land reform, institutional reform, and governance also provided useful background information.

(vi) Consultation with Donor Community

The Government convened a consultative meeting with Donor community to seek comments of the Donor community on the PRSP process and the draft PRSP. A joint World Bank/IMF Mission also attended the meeting.

(vii) Consultation with Members of Parliament

On July 1, 2000, the parliamentarians were briefed on the concerns and priorities identified at the Zonal Workshops. This background information gave the parliamentarians an opportunity to indicate their concerns and priorities regarding poverty reduction efforts.

(viii) National Workshop on the PRSP

A national workshop with 25 participants was held on August 3-4, 2000. Among the participants were Permanent Secretaries, Regional Commissioners, representatives of the donor community, the multilateral institutions, private sector organisations, non-Governmental organisations, the public media, and informal sector representatives. The major objective of this workshop was to seek further reactions to the targets, priorities and actions as outlined in the draft PRSP.

(ix) Retreat Workshop for Regional Administrative Secretaries (RAS)

The draft PRSP was also presented to RAS during their retreat workshop held at Lobo in Serengeti on August 3-4, 2000 for further discussion.

(x) Presentation of PRSP to the Cabinet

A revised draft was presented to the Cabinet for review and approval on August 31, 2001.

2.3. Debt Relief

Tanzania, after qualifying as one of the HIP countries, and after reaching the decision point, has started to enjoy debt relief from the World Bank and IMF. In addition, a number of bilateral donors have cancelled the debts the country owes them partly or wholly (especially the Paris Club members). PRSP enhanced strong link between debt relief and poverty reduction and therefore needs regular data to assess to what extent this link is borne out in reality.

As of June 2001, the country has received a total of US\$ 54.6 million in HIPC relief, equivalent to

TShs. 46,062 million.

2.4. Completion Point

The country expects to reach Completion Point before December 2001. This will be after attaining the targets/indicators, Tanzania set for herself, that include:

- (i) Completion of school mapping exercise in 50 districts;
- (ii) Attaining a level of 75% of immunisation of children under five;
- (iii) HIV/AIDS sensitisation campaign to over 50% of the districts upon reaching the completion point;
- (iv) The Paris Club creditors are expected to write off all the debts the country owe them, the World Bank, IMF and ADB Group will grant debt relief amounting to over 70%. ■

QUOTES

A decent provision for the poor is the true test of civilisation.

Samuel Johnson, quoted by James Boswell, *Life of Samuel Johnson*, 1770.

✱

Security, the chief pre-tence of civilisation, cannot exist where the worst of dangers, the danger of poverty, hangs over everyone's head.

George Bernard Shaw, preface, *Major Barbara*, 1905.

✱

Hungry men have no respect for law, authority or human life.

Marcus Moziah Garvey, *My Further Disillusionment in Russia*, 1924.

POLITICAL AND INSTITUTIONAL SOURCES OF A SUCCESSFUL PRSP PROCESS AND PARTICIPATORY FRAMEWORK: USING UGANDAN LENSES TO UNDERSTAND THE ETHIOPIAN REALITY

Andrew Mujuni Mwenda¹

INTRODUCTION

According to the most recent statistics published by the National Bureau of Statistics (NBS), those leaving below the poverty line in Uganda were 35 percent of the population by mid-2000.

From the NBS figures, poverty in Uganda is mainly a rural phenomenon and it is concentrated in low potential areas i.e. among those living in risk-prone environments. However, quite a significant number of those living in high potential areas are also poor. We should note, however, that there are different explanations for poverty in both low and high potential areas.

The processes by which people become and remain poor are specific to the socio-economic and agro-ecological contexts. To devise appropriate interventions therefore requires detailed local knowledge.

It is for these reasons that I should emphasise that Ethiopia should not look for solutions from the Ugandan experience but for lessons that can help her draw up her own poverty reduction strategy. The major talking

points for this conference are clear: which mechanisms can be employed in accumulating and aggregating data, information, views and priorities relevant to poverty reduction strategy papers? Which organisational framework can effectively help in integrating the activities undertaken under the theme of poverty reduction? Are there merits in institutionalising the dialogue (between government, NGOs, donors, the poor and other stakeholders) on a firm and permanent basis? Which steps are to be taken to prepare for the monitoring and revision phase of the PRSP process?

TACKLING THE PROBLEM

The key to accumulating and aggregating data, information, views and priorities relevant to PRSP is to allow for broader consultations and participation of stakeholders including the poor themselves, donors, government and civil society organisations. I want to bring a political angle to this discussion often neglected in debates about designing successful policies for poverty reduction. Poverty reduction calls for a fundamental shift in government budget pri-

orities. The issue in every such economic reform process is how resources are to be used and distributed in new ways and the inevitable disputes arising from calculations about who will lose or gain. Change, therefore, cannot come without destabilising the status quo, without decoupling a coalition or building another, without challenging some interests and promoting others.

The Ugandan experience confirms the view that effective efforts on poverty reduction measures require a significant shift in government budgetary priorities. For example, achieving the targets set out in the Poverty Eradication Action Plan (PEAP) over the next ten years is estimated to require public expenditure to be immediately increased by 60 percent, a significantly gigantic change by all standards. This means that government budget priorities will now have to focus more and more on the rural poor and less on urban elites. Yet, and in spite of this, the Ugandan experience has been more of a win-win than a win-lose situation. Spending on the rural poor has increased without a significant (if any) decline in spending on urban elites.

¹ Chief Reporter, the Monitor, Uganda.

The rapid and successful change in government budget priorities from urban elites to the rural poor in Uganda has been achieved within a historically specific political context. That context is that we have a government in Kampala that came to power through a peasant-based rebellion, and still relies on peasant support buttressed by the military to stay in power. This process produced the local council system that allows local people to participate in the management of their own affairs and eventually became the basis for a successful decentralisation policy. Today, Uganda spends over one third of total public expenditure via local governments (and it is steadily increasing by the day), the largest share in Africa.

I have not yet studied the internal organisation of the Ethiopian state under the current government and its relations with the society around it although I know that it also came to power through a protracted struggle. NGOs, donors and civil society groups may think that there is a quick fix to changing government budgetary priorities to focus more on the poor. NGOs and donors may also think that broad consultations with and participation of stakeholders is an automatic and simple process. I advise that those involved should be aware that it is a highly political process and that this will greatly shape the content of the data, information and final priorities that will be adopted. The process may even have to seriously consider and even integrate elite views lest they oppose the process and sabotage its implementation.

GETTING THE BASICS RIGHT

Good policies need strong structural foundations. Thus even if a wide consultative process involving all stakeholders produced

the best poverty reduction strategy any country can put forth, successful implementation of the programme will require effective governmental institutions. If there is any lesson we can draw from the Ugandan experience, it is establishing a pilot agency within the government bureaucracy that is highly talented and well motivated. The pilot agency in the Uganda government has been the Ministry of Finance, Planning and Economic Development (MFPED). The team that integrated the activities undertaken under the theme of poverty reduction has been well led, and relatively well paid (initially with donors supplementing their incomes, later with special budget and other allowances which recognised their contribution and the sacrifice required of them).

Indeed, the internal organisation of the state and the interface between the state and civil society tell us a lot about successful implementation of poverty reduction policies. Looking at the internal organisation of the MFPED shows that its success in integrating the activities undertaken under the theme of poverty reduction was predicated upon staff continuity in key positions and very high standards of staff recruitment that emphasised professional competence as opposed to traditional, political and clientelist considerations. As a result, a culture of high achievement, hard work and commitment to common goals was established and has been maintained. Some researchers have noted that interviews with MFPED staff are remarkable for the coherence and consistency with which a common vision is articulated.

Naturally, agricultural modernisation is a fundamental aspect of poverty reduction in Uganda where 90 percent of the population of poor people hail from.

However, the Ministry of Agriculture, Animal Industry and Fisheries failed to define for itself a relevant and affordable role in poverty reduction strategy, which resulted in the MFPED taking over the role of drawing up the plan for the modernisation of agriculture.

The second aspect of this is state-society relations. Yes good policies require strong institutional foundations. More still, successful implementation of good policies by strong and competent institutions requires that state actors engage in joint projects with other society actors, e.g. market players, civic organisations, NGOs etc. This is where the interface between government and civil society becomes important. Government of Uganda (mainly the MFPED) has excellent working relations with other stakeholders e.g. civil society organisations, donors etc. Indeed, government looks at these groups as partners in a joint project.

CONCLUSION

In Uganda, the state, donors and civic organisations have approached poverty reduction as a shared project from which all benefit. This meant that both sides avoided the temptation to think that states and civil society are always holding a precarious balance. The lesson for Ethiopia could be that interface between the state, NGOs, donors etc. can take place at both formal and informal levels. Cultural values that reinforce the organisational structure of state are very important. Ethiopia should avoid using Uganda as a blue print for her own poverty reduction strategy as the history and politics of the two countries may differ. The internal organisation of the Ethiopian state and the nature of its embeddedness are most important. ■

A PAPER ON THE POVERTY REDUCTION STRATEGY PAPER (PRSP) PROCESS AND THE PARTICIPATORY FRAMEWORK IN UGANDA

Eric Mukasa¹

BACKGROUND TO THE PRSP PROCESS IN UGANDA

Long before the Boards of the Bretton Woods Institutions imposed a requirement to all countries receiving HIPC debt relief and those in which an IMF Poverty Reduction and Growth Facility (PRGF) is in place to produce a Poverty Reduction Strategy Paper (PRSP).

Uganda had by 1997 designed a Poverty Reduction Strategy. This was contained in the Poverty Eradication Action Plan (PEAP). Therefore, already the PEAP was firmly rooted as Government's strategic development plan. For this very reason, in 1998, Ugandan Government and the Bretton Woods Institutions agreed that a revised PEAP would meet PRSP's basic requirements. Through a consultative and participatory approach, the PEAP was revised and the PRSP was extracted from it. This allowed Uganda to reach the enhanced HIPC completion point in May 2000.

Subsequent PRSPs have been prepared based on the Poverty Status Report (PSR). The PSR is a bi-annual report that identifies some important challenges for implementing the PEAP based on Statistical evidence from household budget surveys as well as qualitative evidence based on participatory poverty assessment

approaches.

THE PARTICIPATION FRAMEWORK IN UGANDA

The history of encouraging participation in Uganda's planning process dates back into the late 1980s. First, with the holding of a National Seminar on Uganda's Economy in 1989, consensus was reached over legalising the parallel foreign exchange market.

In the area of poverty reduction strategies, Uganda's first PEAP (1997) was prepared through a long consultative and participatory process with a wide range of stakeholders including academicians, social researchers, the NGO community, local government officials, employers' and workers' organisations, Members of Parliament, donors and Central Government technocrats.

The participatory process leading to the formulation of the first PEAP began with a national seminar on poverty in November 1995. This seminar, which was presided over by H.E. the President, was held in partnership with the World Bank on the subject of the World Bank's Country Economic Memorandum, entitled "The Challenge of Growth and Poverty Reduction". Representatives of Government and Non-Government Organisations (NGOs) and the donor commu-

nity attended the seminar. The outcome of the seminar was the formation of a National Task Force on Poverty Eradication that carried out the consultative process assisted by a team of international and local consultants and reference groups from donors and NGOs.

As a first stage, the task force produced a Background Paper and an annotated inventory of policies and initiatives on poverty reduction in the country. The second stage was the translation of this paper into a strategy that was published in the annual Government publication, the "Background to the Budget, 1996/97".

To further encourage participation at technical level, Sectoral Working Groups (SWGs) were established. These prepared Sector Action Plans outlining specific actions for Government, donors, NGOs and communities, and made recommendations for effective implementation of these plans.

Towards the end of 1996, the Ministry of Planning invited other ministries and other stakeholders in the economy to debate the development needs of the country. At this meeting, it was agreed to pursue development in the context of looking into the future (visionary approach). Beginning mid-1997, the Govern-

¹ Ministry of Finance, Planning and Economic Development, Uganda.

ment, with the support of UNDP and the African Futures Centre in Abidjan, embarked on a consultative process called the National Long-Term Perspective Studies (NLTPS). As a first step, a National Core Team (NCT), a National Steering Committee (NSC) and a National Working Group (NWG) were constituted and the project was launched by the President. Emphasis was on the need to involve the people intimately so that their needs can be fully addressed. The NCT together with the NWG prepared thematic papers covering the country's economic and political history, as well as the current political and economic situation as a base for the study. A synthesis of these papers in combination with standard questions in the context of the visioning process resulted into a document for national consultation.

During the NLPTS process, district-level consultative workshops using the national consultative document were conducted. These workshops involved special interest groups that included the media practitioners, religious leaders, persons with disabilities, professional bodies, the youth and student groups, cultural groups, NGOs, the women, the business community, parastatals, civil servants, security organs, political bodies and human rights groups, statutory bodies and academia. The first round covered six months. After which a synthesis of the information gathered was done by the NCT. These were used to update the consultation document, after which it was distributed to the public for a second round of dialogue covering another six months.

HOW PARTICIPATION IS ENCOURAGED IN UGANDA'S PRSP PROCESS

In Uganda, an interactive part-

nership process has been developed to encourage participation in the PRSP process. In order to ensure reasonable levels of participation in the PRSP process, a Participatory Action Plan is in place. This includes general, regional, donor and political consultations, plus adequate feedback mechanisms to ensure effective contribution by stakeholders in the revision of the PEAP and the drafting of the bi-annual PSR, which form the basis for preparing the PRSP. The participation process involves *wide circulation of drafts and general consultative workshops*. The experience with circulation of detailed technical drafts to a wide audience has been its productive nature in generating focused discussion on the critical policy issues and not giving the impression that the plan has been finalised. Written comments are received from a wide range of institutions and are incorporated into the draft. Regional workshops to gather written and oral comments and political consultations with Members of Parliament are conducted. At the end of the consultative process, the Poverty Eradication Action Plan document is presented to Cabinet for approval.

Including the Voice of the Poor and Civil Society in the PRSP Process

Under the Uganda participatory Poverty Assessment Process (UPPAP), the voices and perspectives of the poor have been included in national and local government plans for poverty eradication. In addition, Uganda has recently concluded the Structural Adjustment Participatory Review initiative (SAPRI) which was an initiative taken by the Government, the World Bank and the Civil Society Network Steering Committee to assess the impact of structural adjust-

ment policies on welfare in Uganda. Four study reports were produced by this initiative, one of which is an assessment of the differences in perceptions about poverty arising from quantitative measurement and qualitative views of civil society.

WHAT ARE THE ACTUAL AND EXPECTED BENEFITS OF THE PRSP

Some people have associated the concept of the PRSP process to debt relief as the benefit. Therefore, they have argued that this relief is peanuts and a hoax to poor nations. The proponents of this argument contend that this is one way in which the Bretton Woods institutions are crippling the poor countries by imposing conditionalities. It is true that the immediate actual benefit of the PRSP is access to HIPC debt relief whose savings can be used to support poverty programmes.

However, the benefits of the PRSP process are not limited to debt relief. Rather, the PRSP process of participation by definition is a process through which stakeholders influence and share control over development initiatives and decisions as well as resources that affect them. Participation should help build national commitment to poverty reduction and country ownership of the strategy. This is the key to overcoming poverty.

THE ROLE OF THE PRIVATE SECTOR IN THE PRSP PROCESS

Government and donor engagement with the private sector in Uganda is through pre-budget consultations, surveys of firm's perception over constraints and seminars on the state of the economy. Therefore, the private sector in Uganda has played an important role in informing the

PRSP process.

Incorporation of Gender Aspects

Participation in the PRSP process involves consultations through Sector Working Groups. One of the Budget Sector Working Groups is the "Gender and Social Development" group. This group is responsible for incorporating gender aspects in government development programmes. In addition, there is a "Poverty Working Group of the Budget" whose guidelines in reviewing other SWG's papers include the extent to which gender issues are incorporated.

THE ROLE OF CIVIL SOCIETIES, THE STATE AND ACCOUNTABILITY IN THE PROCESS

In Uganda, the civil society has played a role in ensuring accountability through media reports, and physical monitoring of the use of public funds through an NGO called the Uganda Debt Network (UDN).

The state on its side has stepped up accountability through a number of measures including involving a wide range of stakeholders in the budget process.

THE DESIGN OF THE MONITORING AND EVALUATION STRATEGY

Both macroeconomic and poverty indicators have been designed to monitor progress towards poverty reduction. Monitorable indicators of poverty have been designed through a consultative process at the local government level as well as consultations with donors. In addition, there are varieties of monitoring techniques, such as technical assessments of project/programme performance, statistical surveys, and more participatory methods as mentioned above.

CONSTRAINTS IN THE PARTICIPATION PROCESS

In practice, managing a participatory process is difficult. The

participation process being a social and political process, often interest groups share conflicting interests and bargaining powers. Participation in Uganda's PRSP process has not been unique in this aspect. Civil society groups and the private sector have often blamed Government and donors for poverty while government has tried to demonstrate success in poverty reduction. On the other hand, donors have shared conflicting perspectives over the participation process.

CONCLUSION

The PRSP process will vary from country to country depending on the initial conditions and the social and political forces at play. Nonetheless, there are commonalities in some of the elements of the process. On the other hand, while the immediate benefit of the process is access to debt relief, the expected benefits are helping to build national commitment to poverty reduction and ownership of the strategy, the key to poverty eradication. ■

DILBERT



International Herald Tribune, July 12, 2000

THE PARTICIPATION OF CIVIL SOCIETY ORGANIZATIONS IN THE POVERTY REDUCTION STRATEGY (PRS) IN KENYA AND ITS EFFECTIVENESS

Mary Wandia¹

CSOS' SPECIAL ROLE AS LEAD AGENCIES IN THE CONSULTATIONS

CSOs were involved at all levels of the consultations from the national to the community levels. At national level, they were integrated in the National Steering Committee (NSC), Sector Working Groups, Thematic Working Groups and the National Stakeholders Forum (NSF). At the community level, they were involved through the District Consultative Forum (DCF) and Participatory Poverty Assessments (PPAs).

The decision of the National PRSP Secretariat to channel funds for countrywide consultations through civil society organisations on the ground entrenched the sector's strategic position in the process. Through the CSO-CWG, criteria for selection of lead organisations was established and used to nominate 15 organisations spread across the initial 25 districts. As Lead Agencies, these organisations were responsible, not only for holding district consultation accounts and for managing funds, but also for playing a leading facilitative role in ensuring the success of the consultations in the 25 districts. These

functions proved critical to the success of Kenya's PRSP consultative process.

With a few exceptions, consultations in most of the 70 districts took off only after the lead agencies in the districts committed their own resources to the exercise in prior to receiving money from the basket fund. It was through financial and material contributions of CSOs that consultations in the first sample of 25 districts commenced.

Thematic Groups on Disability, Pastorals and Youth were created and run by CSOs. The convenors of Thematic Groups, who were largely from the Civil Society, were responsible for compiling information generated from consultations into thematic presentations to the Secretariat. The Groups employed a number of resources into research for additional data and information that would improve their factual arguments.

Participatory Poverty Assessments (PPAs) conducted in 10 of the 70 districts, selected according to ecological zones to ensure coverage and representation, were facilitated by trained facilitators drawn from government and civil society organisations

contracted to manage this assignment.

CONSULTATIONS WITHIN CONSULTATIONS

The National Council of NGOs facilitated formation of a Consultative Working Group (CWG) of CSOs (about 30 key organisations) with interests in the PRSP process. It was the principal organ for policy decision-making by CSOs, determining and guiding the nature and quality of their participation in the process.

To enhance the focus of engagement, and in line with the civil society's affinity for multiple structures, the CSO-CWG created a technical task force of seven persons to act as the "Think Tank" of the group for policy reviews, strategic planning and evolving new approaches for engaging with government. The CSO-CWG played a leading role in guiding and influencing the input of the sector into the process. For example, the proposal to establish a Youth Thematic Group was instrumental in influencing the Secretariat to make certain changes in its course of action.

Based on their contribution and attendance, Civil Society Organi-

¹ Program officer, African Women's Development and Communication Network

sations' impact was mainly felt at the district, community and thematic group levels. Recorded evidence shows that there was overwhelming participation by the Civil Society in these meetings where they played a leading role in facilitation.

Private Sector participation

An invitation to the sector by government to nominate and second a representative to the PRSP Secretariat was never answered until three months into the consultations. Unlike the CSOs that used their own resources to quickly respond to a similar invitation, the private sector needed to seek donor assistance to organise itself.

Despite this late start, the private sector managed to organise themselves to participate effectively through two representatives and a strong technical task force that met regularly to plan and assess strategies for effective private sector participation.

The Private Sector Forum was regarded as a sophisticated and well-researched lobby group that backed its suggestions and positions with facts.

It was used to mobilise private sector institutions across the country to participate in district consultations as one of the special interest groups.

Apart from providing for development of joint positions, the Forum mobilised its constituency to prepare and submit petitions to the Secretariat from individual concerns. It is thanks to the work of the Private Sector Forum that the sector appeared as the most informed and organised participant outside of government in the Sector Working Group processes where it wielded considerable influence.

Trade Union Participation

Although potentially a very powerful sector, the Trade Union movement never rose up to the challenge as was envisaged in the consultations framework. In all meetings, Trade Union representation was vividly absent.

Participation of Members of Parliament and Cabinet

If participation were to be scored on a scale, Members of Parliament would perhaps record the most disappointing performance in the PRSP consultations.

Despite their rhetoric on fighting for the poor, not more than 10% of MPs attended meetings at all levels. Most claimed to have other engagements on the days of consultations, even when these meetings took place in their own constituencies. Very few Members of Parliament attended National Consultative Forum meetings.

PRSP DOCUMENT

All substantive chapters of the PRSP were based on information gathered through the District consultations, the Participatory Poverty Analysis, the Sector Working Groups and the Thematic Working Groups' consultations, the Welfare Monitoring Surveys, the 1999 Population and Housing Census and the 2000 Economic Survey.

The Kenyan PRSP emphasises the quality and depth of the consultation process.

To ensure that there is national ownership of Kenyan PRSP it is referred to as a Kenyan peoples document "*prepared by the people and government of Kenya*". It is structured in two volumes.

INTEGRATION OF GENDER CONCERNS

Although women and the youth representation varied from district to district, the deliberate action taken by the PRSP Secretariat was to ensure that at least 30% women representation helped improve their participation. The PRSP consultations provided this space that saw a very strong Gender Thematic Group emerge, many women being elected to district secretariats, and women organisations being represented at the National Steering Committee.

CHALLENGES

- Civil society found it difficult to match government's capability to rapidly organise and respond to emerging situations. This factor was more pronounced in the SWG discussions where the presence of civil society was limited. The CSO community was simply overwhelmed by the task of closely following and monitoring a highly technical process spread into numerous subject-specific, sub-sector committees.
- PRSP consultations were conducted against a backdrop of a polarised environment with deep-seated suspicions. These suspicions were not only between government and politicians but also within the government itself, where some quarters believed strongly that PRSP is a donor-driven agenda to control government and, therefore, compromise national sovereignty.

• Moreover, the PRSP process was introduced just after the Kenya Government had published its National Poverty Eradication Plan (NPEP) and established a Poverty Eradication Commission (PEC) under the Office of the President. The fact that the stewardship of PRSP

was hosted by the Ministry of Finance and Planning reinforced these suspicions.

- **Politics**— At the beginning of consultations in November 2000, after the Provincial Launch, strong opposition to the consultations was expressed by politicians, who almost in unison were convinced that it was a waste of time and there was nothing new about poverty.

- Media was another sector that provided threat. According to them, PRSP consultations were mere talks dominated by elites in big hotels drawing fat allowances in the name of poverty reduction. The media concentrated on the cost of consultations (Ksh 140 million), which created negative publicity. This initially presented major difficulties to the management of this process where any Kenyan asked to provide service anticipated hefty payment.

- Amongst Government officials, the main challenge was faced at the district level where under normal circumstances substantive chairmen of public events are District Commissioners. The introduction of the DCF, which expanded stakeholder involvement and provided for new arrangements for leadership, was not received well by the district administration, which found it difficult to relinquish this role to people's choice. The fact that funds were channelled through CSOs and not district treasuries confirmed the suspicions at this level. This presented yet another form of difficulty for the managers of PRSP

- **Past resource commitments**— Commitments made before this process are still legally binding. Government cannot, therefore, simply abandon these commitments for a new system without risking legal battles with contrac-

tors and service providers whom it owes large sums of money. In order to reach a compromise position, a new formula 60:40 was introduced. A preliminary analysis of the budget shows that the 60:40 formula failed the test. This 40% shift was not achieved; instead a disappointing 10-15% (depending on how one looks at the allocations) is what actually was achieved to respond to PRSP priorities.

KEY LESSONS AND INSIGHTS GAINED FROM THE PRSP PROCESS

Participation of Ordinary Citizens in Decision-Making

The process revealed that when given opportunities through open and participatory institutional mechanisms such as the PRSP-District Consultative Forum (DCF), people at the grassroots level will readily and meaningfully contribute information and ideas to any policy planning or development process that may affect their current or future livelihoods.

The difference in ranking between the districts where majority of Kenyans live and Sector Working Groups comprising people who are mainly decision makers at national level was perhaps one of the greatest revelations and indeed an eye-opener to policy makers. It suggests a serious gap/divide between what the majority of Kenyans want and what the policy makers give. It also revealed to policy makers the power and relevance of consultation.

The Value of Stakeholder Partnerships in Policy Development

An important lesson gained from the PRSP preparation process is the appreciation of the value of

multi-stakeholder partnerships in evolving strategic national development policies. The partnerships forged between the government, the private sector and civil society organisations, was key to the successful conclusion of the entire exercise. By integrating the other stakeholders into the process, the government endowed the PRSP formulation exercise with the much-needed social legitimacy and a sense of national ownership.

Promoting Social Accountability and Transparency

Partnerships between the government and other stakeholders in development processes, if properly articulated and developed could play a valuable role in nurturing a culture of transparency and accountability to society.

Capacity of Civil Society to Organise and Influence Policy

The PRSP-MTEF process revealed that Kenya's civil society has an untapped and under-exploited potential to mobilise and organise the grassroots for focused and guided input into policy development processes in partnership with the Government, if this capability and potential is well co-ordinated and focused. This fact became apparent, when civil society organisations were for the first time given the challenge by the government to play a leading role in organising and managing the PRSP consultative process at the grassroots level.

Ability of the Government to Organise and Co-ordinate Multi-Stakeholder Policy Formulation Processes

The successful management and leadership of the PRSP-MTEF consultative process by the

government is a pointer to the fact that given the right policy and professional environment, it has both the manpower and resources to organise and oversee complex multi-stakeholder participatory processes.

It is Possible for Donors to Fund Programmes Jointly

Experience in Kenya regarding joint funding is negative, where donor coordination has tended to be evasive. The PRSP basket funding can, therefore, be credited as one of the most successful joint funding arrangement.

This fund managed under UNDP was effective and efficient in disbursing funds to the districts. Initially, there were fears that the Shs 140 million would not be enough, but prudent management of the fund and control of wastage ended up doing the trick.

By the time the PRSP was published in June 2001, 30% of the basket fund was still unspent and yet most of the activities were completed.

Government as a Heterogeneous Institution

Government is a heterogeneous outfit that should not be viewed as one organization. To move and shake government, one requires multi-pronged strategies that can tackle the various dynamics that play within it.

When dealing with government, development partners, civil society and private sector need to develop very specialized expertise to ensure that government in its holistic sense is on board.

It is also important to learn how to buy into existing agenda, which may very well serve the same purpose rather than re-inventing the wheel. The PRSP initiative came in as the backdrop of NPEP while it was treated as a different thing by WB/IMF.

The question that continue to linger around is couldn't it have been easier to simply review NPEP and revamp it to accomplish the PRSP Purpose.

Implementation

At the national level, the Government is calling upon CSO'S to evolve a long-term engagement plan specifically to complement government resources and actions geared towards implementing the Poverty Reduction Strategy.

CSOs are willing to engage with government through a formal mechanism. They are currently involved in developing principles/strategies for engagement in the implementation and monitoring and evaluation of the PRSP. Key on the agenda is how to lobby for the establishment and recognition as permanent all the consultation structures used in PRSP consultations. CSOs are also making their input in the revision of the NGO policy in Kenya currently being discussed in the Vice President's Office.

A number of the CSO'S that took part in the district consultative forums for example have been incorporated into district level committees that are being established to develop the National Development Plan. ■

PEANUTS



Internal Herald Tribune, July 12, 2000

CIVIL SOCIETY PARTICIPATION IN PRSP: TANZANIA EXPERIENCE

C. M. M. Kajege

1. INTRODUCTION

The Poverty Reduction Strategy Paper (PRSP) as an initiative of the Highly Indebted Poor Countries (HIPC) was first introduced in Tanzania in October, 1999, after consultations between the Government of Tanzania and the World Bank (WB)/International Monetary Fund (IMF) missions. In the course of their discussions, it was conditionally spelt out that, under the new Cologne Terms, for an HIPC to qualify for debt relief, there must be a PRSP, which will indicate the commitment to using debt relief for poverty reduction. Furthermore, it was decided that, in order to have a country owned PRSP, then, civil society organisations must participate in its preparation. However, sooner or later, it was discovered that a number of NGO had received letters individually to participate on the PRSP. Nevertheless, it was afterwards evident that the CSO involvement in the preparation of the PRSP would be consultative and not participatory.

2. THE TANZANIAN POLICY FRAMEWORK FOR POVERTY REDUCTION

Tanzania has developed a range of strategy papers and policy initiatives to guide its poverty reduction efforts. This process started well before the country became eligible for debt relief under the enhanced HIPC Initiative, which led to the drafting of a Poverty Reduction Strategy Paper. The major landmarks are the

National Poverty Eradication Strategy (NPES), the Vision 2025 document for Mainland Tanzania and Vision 2020 for Zanzibar, the Tanzania Assistance Strategy (TAS), the Medium Term Expenditure Framework (MTEF) and the Public Expenditure Review (PER).

Vision 2020 and 2025 describe in general terms the overall level of development the country wants to achieve over the course of the next few decades. The NPES sets a wide range of more specific poverty reduction targets. Its overall aim is to reduce abject poverty by 50 per cent by 2010 and eliminate abject poverty altogether in Tanzania by the year 2025. Among the priority sectors targeted in the NPES are education, health and nutrition, water and sanitation, agriculture, employment creation and income generation. The focus is on the translation of long-term aspirations into concrete, short-term and medium-term targets. The understanding of poverty in the NPES is a multi-dimensional one. The strategy describes poverty as a state of deprivation, prohibitive of decent human life. This covers a very wide range of indicators indeed. The Vision documents and the NPES have made it very clear that Tanzania needs to find ways to produce adequate, timely and reliable data and information for the wide range of poverty dimensions dealt within these documents.

The government has also developed a draft framework known

as the Tanzania Assistance Strategy (TAS). This strategy serves to guide development co-operation with the international community. The central idea of TAS is to improve the effectiveness of aid through the strengthening of local ownership, donor co-ordination and the promotion of best practices in partnership. The priorities in the TAS are in line with the NPES and Vision documents. In detailed preparatory work for the TAS, the current shortcomings in Tanzania's data and information systems became very apparent and a significant amount of work was done to document these shortcomings and to begin thinking about how to address them.

The twin processes of the Medium Term Expenditure Framework (MTEF) and the Public Expenditure Review (PER) are also instrumental in the overall policy framework for poverty reduction. It is through these processes that the government has begun to prioritise pro-poor expenditure and to track the efficiency and effectiveness of public expenditure.

When Tanzania qualified for debt relief under the enhanced HIPC Initiative in 1999, the drafting of a Poverty Reduction Strategy Paper was initiated. The Paper was approved by Parliament and has been submitted to the Executive Boards of the World Bank and the IMF for endorsement. The Tanzanian PRSP was developed through a participatory process, which consulted a very wide

range of stakeholders at all levels of society. This process drew on the views of villagers, district councillors, government staff at all levels, civil society organisations, members of Parliament, the private sector and the academic and research community. The Tanzania PRSP builds strongly on all the initiatives that were already in place. The strategy outlined in the PRSP emphasises the promotion of accelerated and equitable growth, investment in human capabilities, protection of vulnerable groups and the establishment of a conducive environment for growth and poverty reduction. The PRSP is narrower than the NPES, Vision and TAS, in that it covers a shorter time span (until 2003) and in that it further narrows down the priorities set in the earlier documents. The enhanced HIPC Initiative makes a strong link between debt relief and poverty reduction and, therefore, needs regular data to assess to what extent this link is borne out in reality.

Preparation of the National Poverty Eradication Strategy involved many stakeholders at different stages. A committee of experts prepared the initial draft that was discussed in zonal workshops that participants were drawn from central and local governments, district and urban councillors and representatives from Non-Governmental Organisations, and from each district in Mainland Tanzania. The draft was discussed in women's workshops representing all regions of Mainland Tanzania. Two other workshops for this purpose were organised, one for the members of Parliament and another for the donor community. There was also a national workshop that was attended by executives from the Government, the private sector, training and research institutions, and Non-Governmental

Organisations. After this participatory process, a final draft was submitted to the Government in October 1997 for approval.

3. CSO-STRATEGIC INVOLVEMENT

3.1. National CSO Workshop

On 25th and 26 January 2000, a National CSO workshop was organised by TASOET (Tanzania Social and Economic Trust) and TCDD (Tanzania Coalition on Debt and Development) jointly with Oxfam. The workshop was attended by 85 CSOs from all over the country.

The cardinal objective of the workshop was for the CSO to discuss and strategise how they could participate in the preparation of PRSP. This was done to prepare a response to the Government letter to NGOs on the PRSP preparation. During this meeting, the Government, the WB and IMF were all invited to brief CSOs on the status of the PRSP preparation for Tanzania. It was at this initial workshop where CSO unanimously opted for a participatory approach and not a consultative approach. A consultation approach was viewed as being inefficient as it could not provide enough time and room for CSO to presenting their views. Consequently, this approach does not give space to those being consulted in the ownership of the PRSP, which is the requirement of the enhanced HIPC.

CSO at the workshop resolved to meet the challenges of participating in the PRSP preparation by two strategies. First strategy was a short-term strategy and the second strategy was a long-term one. The first strategy involved ways by which CSO could participate within the time frame provided by the Government. This strategy was adopted at the

workshop, and implemented as follows:

- That TCDD be a lead organisation in linking the CSO and the Government.
- A national PRSP steering committee was established to steer the CSO work on PRSP. This was done by expanding the TCDD Executive Committee from 12 to 18 members.
- TASOET was appointed to coordinate the secretariat work, which facilitates the participation of CSOs in the PRSP preparation.

3.2. Formation of Sectoral Committees

Five sectoral committees of specialised CSO were formed to prepare an in-depth contribution and views of CSO to the PRSP on the following sectors.

- a) Macro/issues and budgeting
- b) Food security
- c) Health
- d) Education, and
- e) Poverty Analysis

The five sectoral committees were charged with the duty of separately deciding and preparing their inputs to the Government PRSP. This was followed by a meeting of CSO/PRSP steering committee, which received reports from sectoral committees and consolidated them into one report. After that, a national CSO workshop was convened to endorse the CSO/PRSP before it was forwarded to the Government.

3.3. Consultative Engagement

As hinted earlier in the Government report, a few representatives from the CSOs were involved in the Government-led participatory Framework. These

included membership to the various technical committees and zonal workshops. Nevertheless, the twin strategies managed to ensure that inputs from the CSOs within and outside the Government Framework were incorporated to enrich the PRSP.

After a series of dialogues, workshops and meetings within the CSO constituency and between the Government, WB, IMF and other stakeholders, the Tanzania PRSP was approved by the cabinet in October 2000, and the World Bank and IMF Executive Boards in November 2000.

4.0. CSOs MONITORING STRATEGIES

Following the approval of the PRSP, Civil Society Organisations have already decided to participate further in the monitoring of the implementation of the PRSP, so as to use monitoring process as an entry point for further advocacy on poverty reduction, more expanded debt relief and/or total debt cancellation. On April 04-06, 2001, a National CSO PRSP Monitoring Training Workshop was held in Dar es Salaam. A total of 60 CSOs attended. The outcome of this workshop was the formation of CSOs macro team which will have the responsibility of monitoring poverty and PRSP at national level. Another strategy was to monitor PRSP at district level, for which each CSO from the 38 districts involved in phase I of the PRSP implementation program was charged with the responsibility of spearheading the formation of district monitoring teams in their respective district. It was also agreed that the maximum number of sectors to be monitored in one year should be two, especially Education and Health sectors.

5.0. CONSTRAINTS ENCOUNTERED

Throughout the course of participation into the preparation of the PRSP, civil society organisations encountered a number of constraints, which in one way or another affected their expected outputs. These included the following:

- Lack of information- It was found out that not enough was known about the PRSP. How could CSO be expected to participate in the PRSP process if they do not have sufficient knowledge about the process itself (limited knowledge about PRSP).

- The government started the PRSP process without involving CSO adequately at any stage of the entire process.

- Many CSO were not aware of what have been done and what is the next stage/step in PRSP process.

- Government chooses which CSO to invite to participate and which not to invite.

6.0. CONCLUSION

The participation of CSOs in the PRSP process has created space for them to become partners with Government in the preparation of the PRSP and its implementation. Furthermore, the engagement of CSOs have strengthened measures aimed at increasing accountability and transparency in governance structures. For example, most ministries adopted action plans to fight corruption and fiscal management systems.

It suffices to emphasise that regardless of the constraints encountered, CSO have the duty and role to play in directly participating in PRSP process. The

constraints could be eased through capacity building of CSO, awareness raising, lobbying and advocacy initiations and acting as active watchdogs on PRSP implementation process. ■

QUOTES

Understanding human needs is half the job of meeting them.

Adlai E. Stevenson Jr., speech in Columbus, Ohio, October 3, 1952

+

For every talent that poverty has stimulated it has blighted a hundred.

John W. Gardner, *Excellence*, 1961.

+

Political sovereignty is but a mockery without the means of meeting poverty and illiteracy and disease. Self-determination is but a slogan if the future holds no hope.

John F. Kennedy, speech to the United Nations General Assembly, September 25, 1961.

+

I see one-third of a nation ill-housed, ill-clad, ill-nourished... The test of our progress is not whether we add more to the abundance of those who have much; it is whether we provide enough for those who have too little.

Franklin D. Roosevelt, second inaugural address, January 20, 1937.

THE PRSP PROCESS AND THE PARTICIPATORY FRAMEWORK: THE CASE OF UGANDA

Monica Naggaga¹

This presentation was shaped by the questions from the organisers. The speaker emphasises the methods of participation, organisational frameworks adopted in the process of PRSP in Uganda.

1. METHODS DEPLOYED IN ACCUMULATING AND AGGREGATING DATA IN UGANDA

The experience of Uganda exhibits a variety of mechanisms that were used to solicit views and priorities relevant to PRSP. These include:

- The UPPAP process
- The poverty status report (PRS)
- Structural Adjustment review Initiatives (SAPRI), and
- CSO active engagement in the PEAP

The UPPAP process was used to ensure that the voices and perspectives of the poor were included in the document. This process uses participatory methods to complement the traditional household survey methods, based on broader definition of deprivation, including risk, vulnerability, physical and social isolation, powerlessness and insecurity of person and property. This allowed the inclusion of the multi-dimensional nature of poverty into the PRSP and possible measures to address it. For instance, Uganda's PRSP/PEAP recognises that good governance and security are important for poverty reduction.

The PRS was completed in 1999 bringing together evidences of what has and what has not been achieved in poverty reduction in implementing the PEAP. The PRS draws on a range of survey results, such as Uganda Household Surveys, the National Service Delivery Survey, administrative statistics and rapid rural appraisal.

The SAPRI process which includes extensive research by CSOs in Uganda on effects of SAPs (Structural Adjustment Programs) on the poor is also listed as having been part of CSO engagement in the PEAP revision process.

Another mechanism used to accumulate data has been through the CSO Poverty Task Force, which co-ordinated work at central and district level to analyse issues relevant to PEAP. Uganda Debt Net WORK (UDN) and Oxfam led this participation of CSOs in January 2000. The CSO established a full-time technical team to work with the task force within a specified time frame. The technical team was hosted by UDN, and the task force was also able to organise regional consultations, and CSOs divided themselves into the areas of competence and expertise. For example, Oxfam looked into disaster management, Action Aid, education and VECO-Coopibo, Agriculture. Through workshops CSO analysis was made, and general comments were fed to drafting team, in the MFPED.

Despite this impressive use of dif-

ference, in CSO's initiatives to develop the PRSP in Uganda there were and are some weakness that undermine participation. Oxfam notes that overall participation of CSOs was not adequate because of lack of competence to analyse the national budget, monitoring public expenditure and analyse policies, especially economic policies. For example, Oxfam ... is part of Poverty Eradication Working group of the budget, but the contribution of the latter has been minimal if not nil. Therefore, citizens have no voices in shaping the macroeconomic and structural policies.

Also lacking in this process was a mechanism of including parliament and enhancing ownership as well as information on the PRSP/ PEAP. The PEAP makes no mention of including parliament in this debate. From the perspective of country ownership, this is an area of concern. The parliamentarians, as elected representatives of the people, have no role to play in informing such a process. This is an area that needs to be further investigated, not only in Uganda but around the world where we find that, "parliaments do not at present seem to play a principal role." This shows that there is lack of consistency in the poverty agenda, with parliamentarians not participating in the overall framework of PRSP but playing a crucial role in policy and legislation which affect the implementation of poverty reduction strategy.

¹ Programme officer, Oxfam GB, Uganda.

Others also point out that the behaviour of International Financial Institution (IFIs) undermines the effectiveness of participation of CSOs. As Abugre points out that "Advocacy by institutions has undermined the accountability of borrowing governments to their citizens."

2. ORGANIZATIONAL FRAMEWORKS FOR INTEGRATION OF POVERTY REDUCTION EFFORTS

The Ugandan experience has been largely one of using the space at the policy level to actively advocate for inclusion the voices of the poor, CSO concerns and perspectives in the poverty reduction strategies. This has been possible through a concerted effort by CSO to organise themselves into groups to work especially on the PRSP process.

Oxfam's experience of working as the implementing partner of the government project UPPAP is another attempt that can be used to effectively integrate the activities undertaken under the theme poverty reduction. UPPAP is a partnership between government of Uganda and Oxfam GB as well as donors and other CSOs. This has allowed for greater acceptance by donors and government, the participation of the poor and NGO's. The process of institutionalising Participatory Poverty Assessment (PPAs) is still underway in Uganda. The debate is around how to maintain and enhance the partnership between the different stakeholders and improve the ownership of the process.

However, there is a need to allowing criticism and questioning during these debates and researches round poverty reduction. Mechanisms should be in place to enable this type of exchange to take place. More NGO's believe, the PRSPs are no different from SAPs in their substance due to the failure of IFIs to rethink their questionable assumptions around poverty reduction. In Uganda, the

failure to listen to these voices from NGOs could be problematic in fully utilising the space created by greater participation in policy formulation. The Jubilee South Pan-African Declaration on the PRSP, Kampala 10 – 12 May 2001, argued that PRSPs were in fact SAPs in disguises. The declaration stated that "--- the World Bank and IMF are facing a deepening crisis of legitimacy. Thus, they have introduced PRSPs mainly as public exhibitions exercises to demonstrate a supposedly newly-found concern for poverty in the poorest countries of the South, and prove that they have a genuine desire to see the people of these countries 'participating' in finding solutions to their poverty."

3. INSTITUTIONALIZING PARTICIPATION

The Ugandan experience with the PRSP process shows the need to institutionalise formally participation mechanisms. The PRSP has opened space for interface between government, donors, NGOs and the poor. This kind of space has impressed upon NGOs the need to engage in policy advocacy that has been depicted by steps taken by CSOs to participate in the donor consultative group meetings, debate on poverty issues such as the national poverty forum, monitoring the implementation of poverty action fund and actively interfacing with government in other policy areas that affect the poor, such as the Plan for the Modernisation of Agriculture (PMA).

Which steps are to be taken to prepare for monitoring and in the revision phases of PRSP process? Are there mechanisms installed to record the implementation process in order to feed into the next PRSP revision?

Carrying forward the participation process through monitoring, the implementation process, in the preparation for the next revision are areas that need strategic planning and engagement by CSOs.

CSOs in Uganda have to move past emphasis on consultations and seek evidence that the voice of the poor and the CSO are directly influencing policy choices within the PRSP.

NGOs in Uganda have started to debate this possibility and future involvement in the PRSP. For instance, Oxfam GB in Uganda is actively encouraging partner organisations to keep working in policy advocacy around PRSP and pro-poor issues. Carrying forward this process, although not expressively looked at within the PRSP, is ongoing as shown above. Therefore, what is needed is for CSOs to start to develop inter-linkages between the policy environment and the pro-poor positions uttered by the government and IFIs. This would lead to better coherence, enhancement and transformation in both government and donors to be able to develop more fundamental reforms that would respond to the issues affecting the poor and thus reduce poverty.

4. CONCLUSION

The Uganda experience demonstrates a high level of CSO participation in the PRSP process; however, participation was affected by lack of capacity to influence macro-economic policy, which form the basis of the document. Parliamentarians were not included in the process, the monitoring, implementation and accountability to the poor have not been developed, and the process can be easily undermined by IFIs who have stronger advocacy positions with government than CSOs, the poor and parliament. Despite these drawbacks the process has been embraced by CSOs and many have continued to engage in pro-poor policy advocacy, monitor government policy and debate poverty. The gap in the process is largely to do with developing a way forward given what has been already achieved; CSOs in Uganda have to deal with this aspect. ■

SUBSCRIPTION

<u>Annual</u>	<u>Ethiopia</u>	<u>Africa</u>	<u>Other Countries</u>
Non-members	Birr 23.00	USD 10.00	USD 12.00 ☐
Members			
Institutions	Birr 20.00	USD 7.00	USD 10.00 ☐
Individuals	Birr 16.00	USD 5.00	USD 7.00 ☐
PER COPY			
	Birr 3.50 excluding postage	USD 0.60 excluding postage ☐ USD 1.00 including postage ☐	

If you want to subscribe, please mark your preference and send this slip back to the secretariat. (You will find the address on the front cover.)

Notes to Contributors

The main objective of EEA Bulletin is to initiate policy-relevant public discussion on national and African economic issues. It presents synopses of research papers, panel discussions, public lectures, readers' comments and new research findings and notes.

Readers and contributors are encouraged to submit short articles (not more than 5 pages in double space with 12pt font size) preferably accompanied by an electronic version. If accepted, an edited version of the article will be sent to the author before publication. If the author does not respond within a week, the edited version will appear in the bulletin.

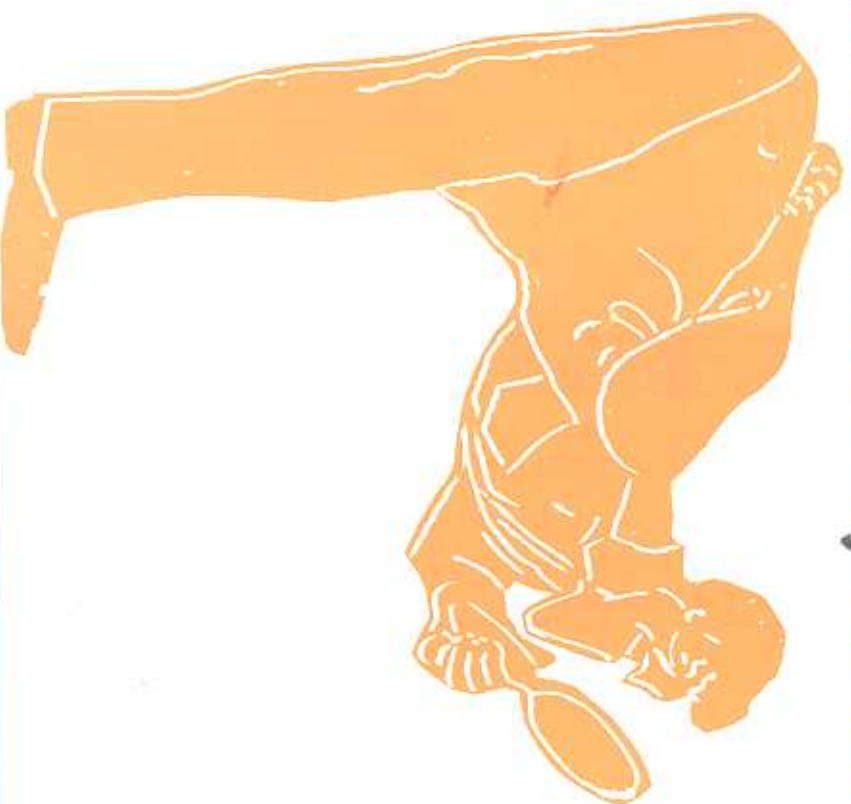
Unaccepted articles will not be sent to the author(s). We accept articles in both English and Amharic. Views expressed in the Bulletin are those of the authors and are not necessarily of the institution's in which the author(s) work or the EEA.

Articles should be addressed to:

**The EEA Bulletin
Ethiopian Economic Association
P. O. Box 34282
Addis Ababa, Ethiopia**

*Just pay less than 20 Birr and You will
have Your 'Economic Focus'
for the whole year !!*

Make sure to look for your latest 'Economic Focus' at:



- ◆ African Bookshop
- ◆ Book Center at AAU
- ◆ The Book World
- ◆ Ghion Hotels
- ◆ MEGA Bookshops
- ◆ Meseret Nega Stationery
- ◆ Alemu Shop (Near ECA)
- ◆ Hadia Supermarket
- ◆ Twins Supermarket
- ◆ Seyoum Shop (Near Kazanchis TOTAL)
- ◆ Hill-Belt Restaurant
- ◆ Semien Hotel
- ◆ Universal Bookshop

PRICE BIRR 3.50