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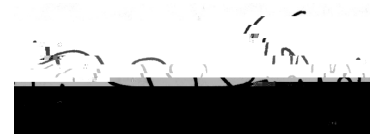
government departments to serve as focal points, thus conserving scarce financial and institutional resources and greatly minimizing the problem of internal coordination in the implementation of NEPAD. Second, there is evidence of growing efforts concerning the involvement of, or consultation with, civil-society organizations and the private sector in implementing NEPAD, although the nature and scope of this involvement vary greatly. Third, the Governments of the countries in the case studies are taking steps to raise awareness of NEPAD in the national public service, which is viewed as the frontline in the effort to win popular support and appreciation for the goals and objectives of NEPAD.

The question, however, is: Why is integrating NEPAD priorities into the national development process important? Such integration would demonstrate the commitment of Governments to implementing NEPAD and convey their readiness to pursue and achieve NEPAD objectives. More importantly, by providing needed funding for the NEPAD priorities, African Governments can signal the alignment of the national budgetary expenditure pattern with NEPAD policy priorities.

Indeed, two frequently encountered criticisms of the past African programmes or plans of actions were that they lacked credible, effective mechanisms for follow-up and implementation at the national level and those

African countries did not commit significant national budgetary resources to those programmes. In the midst of such shortcomings, it was no surprise that those plans failed. However, African countries are now committed to saving NEPAD from such a fate.

These case studies highlight the extent to which African Governments are making efforts to avoid the mistakes made in the implementation of previous plans, but they also show that much still remains to be done by African countries to embed NEPAD priorities deeply in the national development process. Closing the gap will require sustained focus on these priorities, enhanced institutional capacities, better funding for NEPAD programmes and strengthened public-private partnership, including civil-society involvement. All of these call for strong national leadership and enhanced commitment as well as support by Africa's development partners.



Under-Secretary-General and
Special Adviser on Africa

This chapter provides a comparative summary of the three case studies described in the present publication. It highlights the common approaches as well as the unique methods used in integrating NEPAD priorities into the national development process in the case-study countries: Algeria, Nigeria and South Africa. This summary is organized around four main issues that are central to the integration of NEPAD priorities into the national development process. These are: (a) the organization of NEPAD focal points; (b) the mechanisms for decision-making and implementing NEPAD in each country; (c) financial and budgetary allocations to NEPAD priorities; and (d) the consultative process initiated within government and with the private sector, civil society and non-governmental organizations (NGOs).

1.1 Organization of NEPAD focal points

In Algeria, the Ministry of Foreign Affairs, specifically, the Minister in charge of African and Maghreb affairs, is the focal point for NEPAD within the Government and reports directly to the President of the Republic. He is assisted by a number of advisers who coordinate and track the implementation of specific issues. The focal point analyses national statistics on NEPAD priorities, makes recommendations for action to the various line ministries and then summarizes the actions taken in briefings to relevant ministries on linking proposals to NEPAD priorities. An important aspect of the work of the focal point is to keep the Council of Ministers briefed on all issues relating to NEPAD.

In Nigeria, the NEPAD Nigeria office, headed by the Senior Special Assistant (SSA) to the President of Nigeria, was created to coordinate and implement NEPAD within the national context. The immediate objectives of this office, in line with its role as the national focal point, include, above all, popularizing the NEPAD priority programme areas among Nigerians and facilitating the integration of NEPAD programmes within sectoral policy-making and implementation bodies in the country. To accomplish these objectives, the office developed its plan of action

with a detailed programme of activities. Moreover, the President of Nigeria has appointed a Personal Representative to the NEPAD Steering Committee with responsibility for coordinating all continental and international relations aspects of NEPAD.

Finally, in South Africa, the Interdepartmental Coordinating Committee (IDCC) within the Ministry of Foreign Affairs is the focal point and umbrella coordinator for all NEPAD-related issues. In a novel approach, South Africa decided that all levels of government should have a sense of ownership of NEPAD, so in addition to IDCC as a coordinating and outreach focal point, a NEPAD focal point has been appointed in each ministry to ensure broad-based, technical integration of all NEPAD priorities.

A review of the various NEPAD focal points indicates that all countries have accorded a high degree of importance and significance to NEPAD, placing focal points either in the Ministry of Foreign Affairs or as an Adviser in the Office of the President. Moreover, almost all countries recognize the need to involve a variety of government offices and ministries in NEPAD, signalling a commitment to deepening the awareness and appreciation of NEPAD in the public sector in the first instance.

sary, any specific and/or recommended clarifications, particularly in the context of implementing NEPAD.

In principle, Nigerian federal ministries and government agencies and their counterparts at the state and council levels must comply with the priorities of NEPAD in their planning, budgeting and projects. However, in practice, notwithstanding the recent effort to ensure that all budgets and projects emanating from them were NEPAD-compliant, internal government coordination and consultation are just beginning to take shape. The NEPAD Nigeria office was established only in April 2002, which partly explains its limited reach.

In South Africa, Government is moving ahead with the assimilation and incorporation of NEPAD into its governance structures. This is having the effect of forcing all internal government departments and functionaries to include an outward focus: NEPAD continental objectives. An elaborate planning framework and an intricate process of decision-making have been introduced so as to incorporate NEPAD fully into the five-year strategic objectives set by Government.

NEPAD, though he lacks immediate decision-making power. Dialogue with workers is conducted through the General Union of Algerian Workers (UGTA), while the Government holds tripartite meetings involving representatives of private employers. Dialogue with civil society and NGOs is encouraged by the Government, which is committed to promoting dialogue with them regarding their eventual involvement in government activities and the value-added that they could bring to the whole society.

In Nigeria, the consultative process on NEPAD within government regarding the application of NEPAD priorities in planning and budgeting appears to be evolving slowly. The ministries did not have the framework for the guidelines for applying the priorities of the regional initiative, and there is as yet no direct consultation between the NEPAD Nigeria office and the heads of national government agencies. The consultative process at the state level has not begun. However, there is a plan for the campaign to draw in State and local government structures and actors. As for engaging the private sector and civil society for NEPAD, the work is in progress. For example, the NEPAD Nigeria office is working to create effective platforms (e.g., NEPAD Nigeria Business Group) specifically for the engagement of the private sector.

In South Africa, internal government co-ordination and consultation are beginning to take shape, with NEPAD enjoying priority attention at the highest levels of South African government. It is being factored into planning from the Cabinet level down to the local government level, and the Government is also starting to draw in provincial and local govern-
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ideas developed in the context of NEPAD into their programmes. It was in this spirit that the economic recovery plan was formulated in April 2001; it is now the basis for the State's short-term activities aimed at implementing NEPAD. This plan,¹¹ whose total cost will approach \$7 billion, is complemented by the national agricultural development plan.

With regard to governance and institutional reforms, several actions and ambitious programmes were initiated by the Algerian authorities before the launching of the African initiative. These activities, which are in line with NEPAD objectives, have been based on the outcome of the work of large national commissions. The commissions have debated issues concerning the reform of the justice system, the educational system and State institutions.

In that context in particular, human resource training has been the subject of intense discussions, with a view to making schools a place for developing all facets of the personality, from preparing Algerians for civic activities to awakening their minds to scientific knowledge and international affairs. It became apparent, especially during the course of discussions about NEPAD,¹² that this process should be continued without delay or improvisation by taking a methodical approach to its various components, namely, basic and advanced training, updating teaching tools and programmes, providing access to computer technology, encouraging the teaching of scientific and technical disciplines, and promoting the study of the linguistic, historical and cultural heritage.

2.1.3 Relationship between the NEPAD priorities and the MDGs

At the Millennium Summit in September 2000, world leaders, most of whom were from the African continent,¹³ reiterated the major goals of international action, including eradicating extreme poverty and hunger by 2015 and substantially improving basic socio-economic indicators relating to children, health and the environment. These leaders also set minimum standards for the development of a mutually beneficial global partnership for all countries.¹⁴ At

that time, however, on the verge of a new era characterized by accelerated globalization and its promising prospects, Africa continued to be the only region that presented such a gloomy picture of the future.

The collective vision of African leaders, in particular of

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Furthermore, the establishment of a medium-term plan with statistics has been abandoned ever since the structural adjustment programme that was supported by the International Monetary Fund and the World Bank between 1994 and 1998. As a result, major government activities are decided in relation to the implementation of the capital and operating budgets, which has become biannual.¹⁹

There is, however, a three-year plan, the economic recovery plan, which is being implemented, and its broad outlines fit into the overall scheme of priority areas determined by NEPAD. This has made it possible to translate some of the objectives into current government activities, the general outlines of which are set out in the government programme of action, namely:

- Support for economic reforms (banks, customs, taxation, commercial code) and institutional reforms (justice, central and local administration, education, health);
- Support for agriculture, rural development and fisheries as sectors that generate jobs and income as part of the general fight against unemployment and poverty;
- Development of infrastructure, particularly the East-West Highway and the Trans-Sahara Highway and rehabilitation of infrastructure, especially through the launching of large-scale construction of cooperative and low-cost housing and programmes to eliminate slums; and
- Development of human resources in relation to the reform of the education system at all levels, hospital reform, strengthening of vocational training, and the promotion of democracy and human rights.

It should also be pointed out that government practice requires each ministerial department to give effect — on its own account and with a multi-year perspective — to the objectives set out in the action programme adopted after the Government was sworn in.

This is the context in which specific activities in certain sectors (such as telecommunications, teaching and research) as well as those activities linked to the major roads infrastructure or hydrocarbon transport,

¹⁹The State budget is adjusted twice a year because of the uncertainties that can affect it, particularly with regard to oil, and the need to fine-tune the budget.

are defined sector by sector. This is done by breaking down the government action programme into its component parts, since it is drawn up and presented to Parliament in a global format.

Under this scheme, each sector seeks the resources it needs to implement the component parts of the programme for which it is responsible, along with the financing institutions that either come under the Ministry of Finance (Budget and Treasury) or are part of the banking system. The Ministry of Finance certifies and estimates the resources necessary for the investment budget or when public assistance flows are mobilized. As for commercial resources, they are freely negotiated by the public or private²⁰ economic agents concerned.

The programmes thus drawn up are then presented for intergovernmental technical discussion at the civil-servant level and, where necessary, are subject to examination in greater depth and then approval by an inter-ministerial council or even by the entire Council of Government. The latter, chaired by the Head of Government, takes the final decision on the major programmes, based on their content and according to the components that are presented by the minister in charge of said programmes.

It is the responsibility of the Council of Government to launch the programmes that have been presented while incorporating into them, if need be, any specific and/or recommended clarifications and profiles, particularly within the framework of the implementation of NEPAD.

Whenever required by the decision-making process, this can be followed up by a final decision of the Council of Ministers, chaired by the Head of State.²¹ It falls to the Government again, however, through the relevant ministry, to monitor the conditions of implementation.

²⁰Nowadays the latter are active in the telecommunications sector and will soon probably be required to become active in the transport infrastructure sector: motorways and port and airport free zones. The electricity production sector is also open to private operators. The same holds true for some parts of the mining industry and also, very recently, the education field, including university education.

²¹This is particularly true of bills submitted to Parliament or of decisions with international implications, including those linked to the implementation of NEPAD.

The investment decisions become part of the government programme and/or the programme of the relevant ministries and are translated into projects accompanied by the necessary financing programmes. The decisions are then reflected at all the lower levels and their implementation is followed up on the ground by the devolved departments of the ministries, namely, the technical administrations of the wilayat (provinces), when the projects involve the allocation of public resources.

As regards ODA, Algeria, a medium-income country, is not expected to prepare a Poverty Reduction Strategy Paper (PRSP), which often serves as a global framework for the mobilization of multilateral or bilateral resources. However, there is a framework plan for development assistance for the period 2002-2006, the United Nations Development Assistance Framework (UNDAF), drawn up by the United Nations and adopted by the Ministry of Foreign Affairs. This document does not, however, serve as an explicit reference for the actions of government authorities. In July 2003, the World Bank published a document entitled the "Country Assistance Strategy",²² and the report on the MDGs is in the process of being adopted by the national authorities.

At the same time, there is at present no document compiled by the Algerian authorities giving a statistical and detailed presentation of the programmes that could serve as a concrete manifestation of the framework defined by NEPAD. The exception is the triennial economic recovery plan mentioned earlier, the content of which could not, by nature, be explicitly oriented solely towards NEPAD priorities. Action geared towards NEPAD is part of current government programmes.

In this case, the financial resources allocated to activities that can be said, at the appropriate level,²³ to fall within the framework of the implementation of NEPAD (e.g., the fibre optic link between Nigeria and Algeria, the construction of the Algerian section of the oil pipeline linking Abuja and Beni Saf or the

Trans-Sahara Highway) appear in the State investment budget as part of the finance bill.

2.4 Financing of NEPAD priorities

As described in section 1.2, NEPAD priorities are first integrated as national priorities into the various development planning frameworks, such as the three-year economic recovery plan, the national rural and agricultural development plan or any other national plan or programme.

The financing of the Trans-Sahara Highway, which could be incorporated into the corridor of the Algiers-Lagos Trans-African Highway, falls within the purview of the Algerian authorities through the Ministry of Public Works, which is responsible for building roads and highways. Financing of the Algerian section up to In Guezzam (i.e., 300 km out of a total of 3,327 km) is being obtained from several national, bilateral, multilateral and other sources of funding. The same will be true for the future 1,200-kilometre East-West Highway, which is to become the national segment of the great continental project to build a road from Cairo to Dakar. The latter was proposed as a NEPAD project to be financed by the international donor community, with some sections of ordinary existing roads to be upgraded to motorways and others, such as the Nouadhibou-Nouakchott missing link in Mauritania, to be built from scratch.

Similarly, the fibre optic cable link between Algeria and Nigeria, which will be integrated with the Trans-Sahara Highway and the gas pipeline project in order to facilitate construction, operation and maintenance, is one of the projects that come under the Ministries of Telecommunications and Energy, respectively, with each ministry dealing with its specific concerns. The financing arrangements for the projects will be the same as those for the Trans-Sahara Highway.

Accordingly, parts of these projects will appear in the capital budgets of the relevant ministries while others will be part of the budgets of national development plans or even be the subject of joint financing packages drawn up by partner countries of the projects. All financing under NEPAD is regarded by the authorities as welcome and desirable but would only be supplementary to investments agreed to by the State.

²²The "Country Assistance Strategy", announced publicly in June 2003 following its presentation to the Governing Board of the World Bank, is being widely distributed in the country; it is also available on the World Bank web site.

²³The President of the Republic, the Minister for Foreign Affairs or the Minister responsible for African and Maghreb affairs.

National initiatives, programmes and projects are required to be in harmony with NEPAD priorities so as to benefit Algeria, the subregion and the continent at the same time. Thus, it would be accurate to state that national development priorities interlink with the NEPAD process. In other words, national development projects and programmes – as well as sectoral reforms more generally – and NEPAD priorities are mutually beneficial.

At the national seminar on NEPAD held in Algiers in January 2002, Algeria agreed upon a synthesis of priorities that had been compiled on the basis of the nine priorities initially adopted in the context of the initiative and that could require particular attention from Algeria in terms of assuming responsibility for it, substantive content and financing. Four main areas of activity emerged from the synthesis:

- maintenance, re-establishment and consolidation of peace and security;
- development of infrastructures;
- mobilization of financial resources for development; and
- development of human resources.

In this context, responsibility for the financing of national priorities, which constitutes one of the NEPAD priorities, particularly when it comes to infrastructures, education, health, agriculture or the environment, is assumed on a day-to-day basis by the budgetary resources (both operating and capital budgets) of the ministries concerned, except in cases where these sectors benefit from special development plans or exceptional allocations. This has been the case with the public works sector, the roads subsector of which received 1,250 million Algerian dinars from a national roads and motorways fund in 2002.

In this connection, it might be recalled that, from 2000 to 2003, capital expenditure allocated to the agriculture, telecommunications, roads, education and health sectors increased by 16 per cent, 700 per cent, 190 per cent, 66 per cent and 187 per cent, respectively.

As for human resources, there has been a continual increase in operating expenditure for the primary and

secondary education, higher education, vocational training and health sectors. Between 2000 and 2003, these grew by 25 per cent, 46 per cent, 45 per cent and 44.7 per cent, respectively, in absolute terms whereas their relative share of the total operating budget stabilized at around 27 per cent. Of course, for these specific sectors, staff salaries represent the key element in terms of benefit to the population and are also the biggest budget item. This fact bears out public statements to the effect that making full use of human resources should be a priority policy area for the country's development, which is in accordance with NEPAD objectives.

2.5 Consultation process

The consultation process within central government administrations was described earlier²⁴ and will not be re-examined here. However, mention should be made of the existence of an adviser responsible for NEPAD affairs in the Presidency of the Republic. This adviser keeps abreast of all information and data regarding the NEPAD initiative on behalf of the President and his departments but does not have any immediate decision-making power concerning the issues in question.

When it comes to concerted action with decentralized entities, because Algeria is organized administratively as a unitary State, the 48 wilayat (provinces) making up the country are not autonomous entities but simply decentralized institutions. However, there are Popular Wilaya Assemblies, which are elected bodies providing views on the budget and on local development options. The wilaya is headed by a wali, or governor, and comprises executive departments whose directors are the local representatives of central ministries, depending on the configuration of the Government at any given time.

The country is also subdivided into 1,541 communes. Each commune is headed by the president of the Communal People's Assembly (APC), who is elected for a five-year term at the same time as the members of the local executive. Although the president of an APC is from a political party, the president also becomes the representative of the central power at the local level

²⁴See section 2.3.

once elected. The president is subject to the supervision of the wali. In this context, concerted action on major decisions tends to take the form of discussions of ways and means of implementing important decisions that have been taken at the central level.

Local authorities are, however, empowered to make proposals, which, particularly if there is no established local system of taxation, will see the light of day only if they fall within the major national policy imperatives and are translated into annual sectoral budgets from which the benefits devolve in practical terms to the local levels.

As for joint action with partners, the following points should be borne in mind:

- From among the social partners, consultation with workers' representatives is carried out mainly with UGTA, which is the most important trade union. Other, more sectoral unions exist, especially in the sectors of the civil service and higher education, but they are not regarded as sufficiently representative.²⁵ Consequently, consultations are held on what might be called a bipartite basis in a body formed to bring together the Government and UGTA. The latest discussions seem to have been carried out in a relatively calm atmosphere in view of the Government's declared concern that it would deal with the trade unionists' grievances, particularly in terms of preserving civil service jobs and raising the minimum wage. However, differences in points of view remain between the Government and the social partners, especially regarding the pace and nature of the privatization process.
- When circumstances require it, a tripartite meeting is arranged involving representatives of private employers. It is worth noting that this partner represents five organizations, which are strong com-

reports and opinions in the social and economic fields. These sessions present work that is often authoritative and the holding of these meetings is followed with interest at the national and international levels. However, publication of the work²⁸ does not always have an effect since the documents concerned are merely consultative in nature.²⁹

- It is worth noting that in this context, the Government and its economic and social partners agreed upon the principle of elaborating and implementing a National Pact for Growth. Since the adoption of the 1989 Constitution, Algeria has been a multiparty regime. Political debate is a reality within the country's political institutions, especially in the parliament, where different political tendencies are expressed. Other legal political parties are not in the parliament but are able to express their views through public gatherings, publications or the press. However, relations between all political actors can be strained or even antagonistic, including within the government coalition. In the 1990s, several meetings with political parties took place to debate the global organization of society, and notably to look for ways to solve the crisis existing at that time. Important public actions are currently discussed during the presentation of the government programme that accompanies every cabinet inauguration or through general press debates.
- In fact, a very wide range of views and contributions from political parties (government or the opposition) or opinions, studies or analyses put forward by independent experts or reproduced from foreign publications, are often published in the private press,³⁰ which, in Algeria, enjoys a freedom particularly noteworthy among countries in the Arab States region and in the developing world in general.³¹
- Relations with donors are part of long-term strategies and are conceived and implemented within the framework of consultation arrangements that are specific to the agreements and protocols concluded with each donor. Bilateral partnerships are

by nature rooted more in underlying commercial or political interests, whereas relations with multi-lateral donors remain distant, since the notion of ODA is viewed quite differently from the way in which it is regarded in many other countries of the continent, owing to the tradition of the struggle for liberation in general and the level of resources available for the development of the country. Consultations with NGOs participating in development financing and/or management are a novelty and take place only infrequently.

In these circumstances, such consultations on development aid policy as may exist tend to be initiated by the international institutions themselves³² or arise from special relations among bilateral donors. They are occurring with increasing frequency among various European governments in the context of the Euro-Mediterranean Partnership or because the individual countries that provide finance wish to optimize their efforts by seeking synergies with other foreign partners active in the same sector.

2.6 Conclusion

The public authorities are genuinely determined to

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industrial land. In addition, Algeria was one of the initiators of the African Peer Review Mechanism (APRM) and fully subscribes to it, since it believes in the virtues of transparency and accountability.

The authorities of the country are devoting particular attention to and are spotlighting NEPAD priority areas, especially agriculture, finance and the social sectors (education, health, water and sanitation, the environment), which are vital for the development of human resources, one of the pillars of the NEPAD initiative. Two major reforms – of the educational and health systems – were launched in 2003 after much preparation.

All the main development themes that are of concern to national economic actors, decision-makers and development partners are the subject of direct consultations and intense, repeated debate, where opposing ideas are expounded by the stakeholders, especially by means of the private press. Major decisions involving the nation's resources and future are discussed by State institutions (Council of Ministers, Council of Government, National Assembly, National Council³³ and National Economic and Social Council) and also, to some extent, with both sides of industry, especially with the trade union confederation.

As far as the effectiveness of the national focal point is concerned, its centrality enables it to monitor and coordinate NEPAD management mechanisms and to proffer advice and opinions to ensure that national priorities are in line with those of the NEPAD process and that they can fully serve the development of Algeria and the whole continent.

At the same time, the financial resources mobilized to meet the needs of national development priorities con-

comitantly serve priority projects within the framework of NEPAD and, where appropriate, vice versa.

In this context, national and subregional projects are becoming irreversibly and overtly linked and generally serve the purposes of both NEPAD and the subregional Arab Maghreb Union. For example, Gazoduc Maghreb Europe (GME) is a key project for conveying Algerian gas to Spain via Morocco, while the two Transmed I and II pipelines carry Algerian gas to Italy via Tunisia. They could join the sections of any network that might be included in the NEPAD infrastructure and could supply the countries of the Sahel and Central Africa or possibly those even further afield. The same thinking underpins the authorities' plans for setting up an electrical grid connecting Europe and the Mediterranean region.

On a wider scale, the networks of roads (the Trans-Sahara Highway, the East-West Highway in Algeria

3.1 Introduction

Nigeria is a major oil-producing country. Oil is a major source of government revenue and export income and accounts for a significant share of the GDP. The country has a population of approximately 130 million and a per capita income of \$290, placing it in the ranks of low-income countries. Nigeria has a low human development index, ranking 152 out of 175 in the Human Development Report 2003.

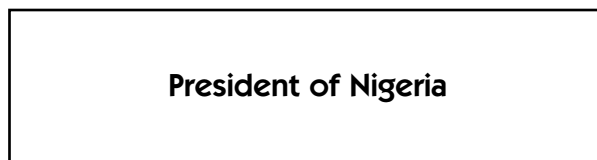
Though the ultimate focus of NEPAD is Africa, the view of policy-makers on the linkage between NEPAD and the MDGs is that the pursuit of Africa's sustainable development should be in harmony with the global context. The expected end result of the application of NEPAD principles of transparency, accountability, ownership and good governance is the sustainable development of Africa. Once these priorities are fully integrated into the national development programmes of African countries such as Nigeria, the attendant gains include peace and security and sustainable economic development, inclusive of poverty eradication. This means that NEPAD is helping to achieve the MDGs.

national level. His role is to report back to the President on the progress of the NEPAD Secretariat and Steering Committee, particularly in view of the role that the President plays as Chairman of the Head of State and Government Implementation Committee. He also oversees matters relating to international aspects of NEPAD. For example, he

works in concert with the African Development Bank (ADB), a major partner of NEPAD in Africa, which is mandated to formulate the framework for the development of guidelines for subregional and regional infrastructures and the implementation strategy.

Figure 2.

Structure of NEPAD coordination and reporting arrangements in Nigeria



**Senior Special Assistant (SSA)
to the President on NEPAD
(Head of NEPAD Nigeria office)**

Responsible for:

- Coordinating NEPAD matters in the country;
- Working directly with the Secretary to the Government of the Federation to design and implement a country process and structure for NEPAD implementation;
- Popularizing NEPAD and engaging Nigerians (including, in particular, through partnerships)

: Schematic representation of existing arrangements

Figure 3 shows the operational structure of the

this means is that federal ministries and government agencies and their counterparts at the state and council levels would have to comply with the priorities of NEPAD in their planning, budgeting and projects. Following the briefing of the Head of Service of the Federation by the SSA on NEPAD, a directive was issued to all Directors/Heads of Research, Planning and Statistics of government establishments to create a NEPAD Desk, aimed at ensuring that all budgets and projects emanating from them were NEPAD-compliant. However, internal government coordination and consultation are just beginning to take shape, with the aim of drawing in various government structures and actors.

Some argue that the task of monitoring the implementation of NEPAD should be vested in NPC, since it is the government agency that scrutinizes planning and budgets. NPC is being restructured, and there is a possibility that it may assume this task.

As for the NEPAD Nigeria office, it is to be noted that this office does not really decide on the projects to be implemented, but it can set the priorities for its NEPAD popularization activities in the country, paying attention to issues that the Government emphasized.

In consultations held by the Government of Nigeria with donors, ADB features as the foremost African partner. It is assisting the NEPAD Steering Committee in the preparation of a programme for the rapid development of infrastructure projects that are necessary to accelerate subregional and continental economic integration and in the development of a framework for fostering the implementation of banking and financial standards in African countries.

With regard to subregional projects, ECOWAS has become a forum where donors meet to work out the modalities for integrating the objectives of NEPAD and ECOWAS and developing mechanisms for harmonizing the projects and their implementation. For instance, ADB, the European Union and the World Bank have committed \$360 million for Regional Indicative Projects, among which are WAGP and WAPP. The European Union and the World Bank made a donation of \$1 million to support studies aimed at aligning the objectives of ECOWAS and NEPAD. The United Kingdom Department for International Development (DFID) also commissioned experts to synchronize the objectives of ECOWAS and NEPAD.

3.6 Conclusion

Overall, NEPAD in Nigeria is just beginning to progress. The NEPAD Nigeria office, which is the national focal point for NEPAD in Nigeria, was created only about a year ago.

The sensitization of the general populace to NEPAD and the engagement of the private sector and civil society for NEPAD have just begun. While Government has recognized the importance of engaging the private sector, civil society and NGOs for NEPAD, a great deal of effort will be required in this area.

The work of the NEPAD Nigeria office to create effective platforms such as the NEPAD Nigeria Business Group is a step in the right direction. However, financial constraints are still limiting the reach of the NEPAD Nigeria office, and opportunities for genuine consultations with the private sector and civil society are urgently needed. Work needs to be done in this area, including in particular the active coordination of the consultations and briefings on NEPAD by the NEPAD Nigeria office.

The mechanism for managing NEPAD in the country is evolving gradually. Integrating NEPAD priorities into national political and institutional structures is an inherently difficult task, presenting a major challenge for the Government of Nigeria – a task to which the Government will rise and manage fully well.

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4.1 Introduction

4.1.1 Overall development context

With a GDP of \$113.27 billion, South Africa has the largest economy in Africa. Its per capita income of approximately \$2,900 places it well in the ranks of low middle-income countries. Yet it confronts significant development challenges: wide income differentials, gross disparities in access to basic services such as clean water, sanitation and education as well as a huge HIV/AIDS burden. Since 1994, when South Africa held its first democratic elections, successive governments have focused on meeting the twin challenges of addressing poverty and inequality and laying the foundation for a strong democracy.

South Africa's journey towards democracy has occurred in stages.

1 - 1

The final settlement of the transition, the 1996 Constitution, enjoys a very high degree of legitimacy. In spite of the new constitutional order, however, the first democratic Government inherited government machinery and a public service geared towards serving the security and prosperity of the white minority population while controlling and repressing the black population. From 1994 to 1999, the new Government was thus understandably preoccupied with putting in place new democratic, accountable institutions aimed at helping to create a better life for all. The emphasis was on:

- policy formulation and the overhaul of legislative frameworks;
- creation of new institutional arrangements and structures to deliver the new policy frameworks;
- transformation within government in line with the principles of broad representation;
- an increased focus on improving the effectiveness of the implementation system and enhancing the provision and delivery of basic services. Transformation of the public service was aimed at increasing its capacity to play a new key role in service delivery.

1 - 1

In the second five years of the new democracy (1999-2004), the focus has been on stabilizing the democracy and the new Government. In contrast to the first five years, when the Government placed the

thus predicated on the need for economic growth and it provides a strategic framework within which decisions on monetary, fiscal and labour market policies have been taken since 1996.

In response, the State articulated a comprehensive poverty alleviation framework that prompted the introduction, in 1998, of a three-year budget cycle and the medium-term expenditure framework (MTEF), which has been in the implementation phase for the last several years.³⁸ The MTEF priorities are as follows:

- meeting basic needs in education, health, water and sanitation, social services, land reform and housing;
- accelerating the development of social and civil infrastructure;
- economic growth, development and job creation;
- human resource development at all levels of society, including adults;
- transformation of safety and security services to be egalitarian and outreach-oriented;
- strengthening and transformation of Government to implement

Through MTEF and other initiatives, the Government has clearly embarked on a series of key policy initiatives over the past few years to address the country's vast socio-economic challenges.

4.1.3 NEPAD as an instrument of growth stimulation

South Africa not only subscribes to and supports NEPAD but is also one of its key architects and drivers. The Government has accepted that the most effective way to promote and popularize NEPAD at the country level is to ensure that it is seen as addressing highly visible country priorities in the context of continental acceleration of development.

Just as RDP was set up to inform all government policies in 1994 and beyond, so today NEPAD is being integrated to help inform all government policies. There are very close synergies between the

political and economic policy goals of South Africa and those of NEPAD. NEPAD is an African programme tailored by Africans for the development of the African continent, and South Africa has been a key player in the Africa group that developed it. NEPAD makes direct links among development, peace and security, democracy and governance, and economic growth. The plan is further meant to create conducive conditions for meaningful and sustainable development on the continent. African leaders commit to democracy as well as to good political and economic governance, while they continue to work towards the prevention and resolution of situations of conflict and instability on the continent.³⁹ NEPAD regards good political and corporate governance, and peace and security as inherent requirements if Africans are to succeed in placing the continent on a path of lasting growth and development. It is also a way of impressing upon the world that Africans have taken ownership of their own development as architects of the NEPAD renewal plan.

Committed African leaders hope to create an enabling environment for NEPAD by mobilizing increased private-sector investment. New elements and approaches for new forms of partnership for development cooperation are being identified and negotiated with Africa's key overseas development partners. There is still the challenge of advocating and promoting the alignment and buy-in of the NEPAD strategic goals at the country level.

4.1.4 Linkages between NEPAD priorities and the MDGs

There is little disputing the commitment of the Government of South Africa to both NEPAD and the MDGs. South Africa is playing a key role in promoting both NEPAD and the MDGs and is instrumental in encouraging African and other States to commit themselves to realizing both sets of targets.

Indeed, there is a clear link between NEPAD and the MDGs. With some viewing NEPAD as Africa's Marshall Plan and others seeing it as a development strategy and a programme of the African Union, NEPAD explicitly wishes to play a role in achieving the United Nations Millennium Declaration.⁴⁰ The Declaration involves halving extreme poverty, securing primary education and basic health care, overcoming the HIV/AIDS epidemic and reducing maternal, infant and child mortality in Africa. As Africa's social and economic development programme, NEPAD targets are informed by the MDGs. NEPAD provides a continental platform for Africa's engagement and partnership with the broader international community. The donor community has generally been attracted to NEPAD and because they see it as a plan for self-monitoring by Africans.

Like NEPAD, the MDGs seek to eradicate extreme poverty and hunger by halving the proportion of people living on less than a dollar a day and the proportion of people who suffer from hunger.⁴¹ Like the NEPAD Human Resources Development cluster, the MDGs place an emphasis on both education and health, notably the curbing and eradication of HIV/AIDS, reducing the maternal mortality ratio by three-quarters, and ensuring that all boys and girls complete a full course of primary schooling by 2015.

Both NEPAD and the MDGs promote environmental development and sustainability. Just as NEPAD seeks the introduction of a new partnership between Africa and the northern industrialized powers, notably the G8, based on mutual responsibility and mutual accountability, so the MDGs encourage the development of global partnerships for development. NEPAD and the MDGs both seek to develop further and open the global trading and financial system so that it is rules-based, predictable and non-discriminatory. Both NEPAD and the MDGs place an emphasis on good governance and development. NEPAD stresses national, subregional and continental poverty reduction; the MDGs encourage national

and international poverty reduction. This implies that a strategy for the promotion of NEPAD goals at the country level can focus on the MDGs as the shared goals of all the countries at the same time.

The Government of South Africa is of the opinion that the MDGs, NEPAD and the World Summit on Sustainable Development (WSSD) have provided the international community with concrete ways of advancing Africa's development agenda. The challenge now is to integrate this into the emerging African peace, security and governance agendas, as well as at the country levels. The Government has also committed itself to the implementation of MDGs through NEPAD.

4.2 Organizing and managing the NEPAD focal point

The NEPAD national focal point in South Africa is IDCC, which is located in the Department of Foreign Affairs (DFA).⁴² Before IDCC, there existed a coordi-

integration and operationalization process. The Deputy-Minister and Minister, in turn, report directly to the Cabinet and the President.

Apart from the Africa: Multilateral Division, a number of other departments have already set up NEPAD units, and it is expected that all 27 government departments will set up NEPAD divisions and have their own NEPAD focal points. For example, the Presidency in South Africa has a very influential Policy and Communications Unit, and this Unit is instrumental in the Presidential NEPAD Outreach Programme together with the Government Communications and Information Service (GCIS). The Presidency has two people dedicated to working on NEPAD activities, but the Policy and Communications Unit is generally heavily involved in NEPAD work.

Alongside the Presidency, GCIS also plays a key role in promotion and communication with respect to NEPAD. Like the Presidency and the Ministry of Foreign Affairs, GCIS has its own NEPAD section.

The initiation of a NEPAD outreach programme began in August 2002, soon after the launch of the African Union. The Presidential Outreach Programme is aimed at popularizing the African Union and NEPAD within Parliament, provincial and local government structures and among traditional leaders, the business community, research and academic institutions, the media and the diplomatic corps represented in South Africa.

Participants in the Outreach Programme include representatives from the Presidency; DFA; GCIS; the Africa Institute of South Africa (AISA), which focuses on civil-society involvement; and the South Africa Chapter of the African Renaissance. The last two, in NEPPAD within Africa. NEPch Prograties, but always e reply to sirece Afoccaand h. -2.6667 TD0.01651 Tc 7ParticAfrica. Africa within South n

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es of Parliament and over the past three years has fig-

It should be pointed out that the overall government

guide the responses and budget allocations of IDCC and various government departments. In short, until the list of approved projects is clearly defined and articulated by the NEPAD Secretariat in particular, we are unlikely to see the inclusion of clear governmental budget listing amounts. There is an indication from IDCC that a strong emphasis will be placed on infrastructure development projects.

The Government of South Africa has asked the Regional NEPAD Secretariat to provide clear guidelines for the identification of NEPAD projects, in particular with regard to the differentiation between NEPAD continental projects and national and regional projects. Departments of the Government of South Africa will then canvass for resources from donors, the NEPAD Secretariat, the NEPAD Implementation Committee, and the African Union for such projects and programmes.

In his 2003 national budget speech, the Minister of Finance, Trevor Manuel, announced that "South Africa remains at the forefront of multilateral initiatives aimed at promoting a more equitable international order and ensuring a better future for Africa's people. The 2003 Budget accommodates a phased expansion of missions in African countries, funding for the African Union and the NEPAD Secretariat and increased contributions to regional development through the African Renaissance Fund Administered

4.5 Consultative process

It should be clear from the earlier discussion that the issue of internal government coordination and consultation is beginning to take shape. NEPAD enjoys priority attention at the highest levels of South African government and is being factored into planning from the Cabinet level down to the local government level. The Government regularly conducts workshops on NEPAD and is beginning to draw in provincial and local government structures and actors. The Government has also established a close relationship with all of the parastatals of South Africa (government-owned companies) such as ESKOM, ISCOR, TRANSNET and others, and all of them have active NEPAD programmes.

On the other hand, the setting up of NEPAD coordination units within the 27 government departments needs to be implemented and operationalized, with clear linkages with the NEPAD focal point in IDCC. The system of consultations and briefings envisaged as the working-level outreach of this system of divisional and central focal points is an integral aspect of the consultative mechanism within the Government and needs to be institutionalized.

South African civil-society actors, including the labour movement, the print and electronic media, universities and NGOs, have hotly debated NEPAD. The country is awash with conferences and workshops on NEPAD issues.

The Africa Institute of South Africa, the statutory research body mandated to work with Government on foreign policy and African affairs and tasked with consulting civil society on NEPAD, held numerous consultation sessions during 2002 and 2003. For example, meetings were held with people such as the Canadian High Commissioner in South Africa to

selves. As with NGOs, Government has also committed itself to creating opportunities for formal business and private-sector consultation in IDCC.

4.6 Conclusion

The integration of NEPAD into South African governance processes and structures is work in progress, but in many respects, it is advanced, especially when compared to the situation in other African countries. This is clearly a process, and evidence suggests that South Africa is in it for the long haul. This is not surprising, given the lead role of South Africa in the formation of NEPAD.

Integrating NEPAD into national governance and policy processes is indeed a complex undertaking. South Africa has begun to internalize the NEPAD processes and plans, creating structures and procedures in every government department to deal with NEPAD priorities. Government is now in the process of setting up relevant structures and institutions. The whole idea of NEPAD and that of making it a central tenet of governance and policy in South Africa enjoy priority attention in the Government. The Cabinet takes the issue very seriously and expects all government departments to integrate NEPAD into their work. Intra-government consultations are well established, especially at the national level. Most national departments have already set up their NEPAD units or are in the process of doing so. The outreach programme of the Government has also targeted provincial and local governments for NEPAD promotion and integration work. Even parastatals are regularly consulted and involved in NEPAD organizing activities.

However, consultations with the private sector and civil society are not as well established, and in many instances, the relationships with NGOs and CSOs are acrimonious and even discordant. While Government has recognized the importance of consultation with CSOs and NGOs, a considerable

amount of work needs to be done on this score. To be sure, the private sector is beginning to organize itself into effective structures in order to engage on NEPAD. It is very eager to be incorporated into NEPAD consultation structures and processes. Two of the lead civil-society entities involved in the NEPAD process – AISA and Safer Africa – could do better than just creating space for civil-society actors to deliberate with each other about NEPAD and share their misgivings about the project. What is needed are genuine opportunities for civil-society actors to make informed inputs into NEPAD processes, as opposed to merely rubberstamping the processes and deliberating on it. Thus, opportunities for genuine consultation are needed.

While Government has become effective with aspects such as media briefings and organizing conferences and NEPAD events for the more attentive society, it also concedes that outreach to the general populace is very weak and a great deal of effort will have to go into this area.

As the first chair Government of the African Union, the policy of South Africa was to ensure that African Union developments were in line with NEPAD priorities and that SADC and other regional economic communities are also engaged in NEPAD activities. Pretoria has also promoted a closer alignment between African Union and NEPAD programmes. The policy of South Africa also sought to enhance efforts to create greater synergy and compatibility between regional and continental programmes of action.

NEPAD strategy often notes that the issue of capacity-building is critical to the successful implementation of NEPAD, and a very strong focus on capacity-building has been built into almost every aspect of the South Africa NEPAD programme.

