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**AFRICAN UNION/INTER AFRICAN BUREAU FOR ANIMAL RESOURCES
(AU/IBAR)**

PAN AFRICAN PROGRAMME FOR THE CONTROL OF EPIZOOTICS (PACE)

DELEGATION OF THE EUROPEAN COMMISSION (EC)

**Evaluation of PACE Staff Competencies, the Management
Structure,
Management Systems and the Working Relations**

**FINAL REPORT
(Revised)**



GTZ International Services

23 June 2005

FINAL REPORT (Revised)
**Evaluation of PACE Staff Competencies, the Management Structure,
Management Systems and the Working Relations**

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The views and opinions presented in this report are those of the independent consultants and AU-IBAR, PACE and the EC are not bound by the opinions expressed therein.

EXECUTIVE SUMMARY

(i) Through the Organization of African Unity, now the African Union Inter-African Bureau for Animal Resources (AU/IBAR) the European Union has funded a five year Euro 72 million programme to support the livestock sector in 30 Sub Saharan countries from Mauritania in the west to the Horn of Africa in the east. Targeted is the control of Epizootics coupled to animal productivity. At the end of the project in October 2004 due to administrative and procedural delays few countries had completed their work plans with a corresponding amount of funds unspent. Thus an extension of the programme was granted up until February 2007 although the work programme had to be completed by October 2006. An additional Euro 5 million was included in the package primarily to fund the Project Coordinating Unit (PCU) whose role has been to coordinate and support the programme in the 30 participating countries.

(ii) Rider No. 1 to the original financing agreement No. 6125/REG in granting the extension included several pre conditions one of which was to carry out an independent evaluation of the contribution of PACE to IBAR capacity building, including an assessment of staff performance by December 31st 2004. Due to events on the ground which delayed the in approval of PACE PCU work programmes this study has been delayed and has now been carried out by an international and a local consultant between the 6-20th May 2005.

(iii) Already the project is moving towards an exit strategy which influenced the consultants thinking and deliberations. Serious staff changes if required at this stage could perhaps only cause upheaval, destroy the corporate memory and result in more problems than they were intended to resolve. In any event the already ambitious global strategy till completion of PACE warrants the retention till at least mid 2006 of the existing cadre with a phased lay off to follow. Retiring work plans and cost estimates and closing the programme across 30 countries will require a major effort particularly from the finance staff and we were able to quickly agree that additional qualified staff were urgently needed. To help prepare AU/IBAR absorb the lessons and the knowledge of PACE and in particular transmit to the participating countries the need for continued vigilance and follow up after the conclusion of the PACE programme warrants in the consultants opinion an additional staff member attached to the proposed Information and Communications Unit.

(iv) Whilst much of the benefits of PACE are identified at country level the PCU had a crucial role to play in the coordination of the programme and the technical support to national coordinators to follow the purpose and designated activities of the programme. Relationships could not be described as amicable between the professional staff during the early years of the PCU. Neither was the relationship between the donor, the EC and the RAO and PACE management. We hastily wish to add that most of these problems appear now to have been resolved and there is now a platform for mutual respect in place. It is opportune to note at this point that a second obligation of the rider, that of AU/IBAR absorbing two professional PACE staff members onto its permanent establishment, is now underway with the question of accompanying operational costs under discussion. The contribution that PACE has made to IBAR understanding of the needs and aspirations of the 30 countries is immense. The absorption of these two professional will strengthen the cord through which further technical information will flow to AU/IBAR before the conclusion of PACE.

(v) To ensure the project fulfils its potential and achieves its targets over the coming 18 months will require an acceleration of effort. Programme implementation has not and will not continue to be easy. The complexity of dealing with 30 countries, many with different agendas has been difficult. For the EC lead delegation in Nairobi they also had to cope with the burden of a major commission reorganisation programme alongside changing procedures. They are to be complimented for sticking to the task. In the AU/IBAR PACE structure there has been a dichotomy of management which hopefully is now over.

(vi) The majority of existing local staff have been at PACE PCU since inception. Perhaps this has introduced a level of complacency and we have stressed the need for strong centralised management and the need for the staff to rise to the challenge ahead as there is already severe time slippage in the extension phase. Technically we are convinced that the present staff are well capable of meeting this challenge but there is a need to reorganise and strengthen the finance and administration units. The recently appointed Financial Controller (we prefer Manager) has the situation well in hand but speedy management decisions are required to reorganise the administrative functions and role of the staff involved.

(vii) Examples of past unsystematic management are slow decision making, absence of updated job descriptions and a manual of procedures left updated since the year 2000. There is also a need to prioritise tasks. After a work shop to discuss action plans urgently required for the balance of the extension phase on the 10 -11 May senior technical staff en masse left for a weeks international conferencing on the 19-20 May with the action plans still outstanding. There has to be a process of shared representation at these gatherings or we would understand and agree with the donor if they declined to meet the total costs.

(viii) Our examination of the PACE staff conditions of service produced some disturbing results. Local staff are paid at rates and conditions of service set by AU in Addis Ababa. These rates are hugely disproportionate to local salary levels including those of other international agencies who divulged figures to us. It is not in our brief to comment on the salary scales applied to local Kenyan staff by AU/IBAR but the consultants feel justified in stating that there is a level up to which you can ask a donor to pay. In this instance we suggest that the RAO and PACE coordinator enter into discussions with EC officials on this issue before the next work plan can be agreed.

(xi) We suggest that there is a need to reorganize the delivery structure and have presented an alternative organigramme. This is based on the premise that whilst the transfer of knowledge and skills to IBAR is a priority the success or failure of the programme will be judged at national level.

(xii) Technical assistance has played a major role in the development of this project not always positive it has to be agreed. They present cadre are well experienced and their skills should be used to the full. We have made recommendations on maximising their inputs. The need for a proper exit strategy is clear and it must include a phased handover to IBAR where there has we understand been recent additions to the staff establishment. Close working relationships between the project and the IBAR staff are essential in the months ahead. Eighteen months is not a long time to go.

1. INTRODUCTION

1.1 Background

Much has been written about the Pan–African Programme for the Control of Epizootics (PACE). Justifiably so, as it plays a major role in the safeguarding of animal health coupled to the intention of improving animal productivity and thus helping to alleviate poverty in 30¹ Sub Saharan countries across the African continent from Mauritania in the west to the Horn of Africa in the east. It is not therefore necessary to repeat in full the objectives, purpose and results so far achieved which have been spelt out elsewhere. Implemented by the Inter-African Bureau for Animal Resources (IBAR) of the African Union (AU), PACE is funded by the European Union primarily from the European Development Fund (EDF).

Spelt out in the original financing agreement (FA) 6125/REG, signed on 30 August 1999 between the then OAU/IBAR and the European Commission (EC), is the allocation of the Euro 72 million committed to the programme, 74% to the national components (i.e. the 30 countries) and the 26% to common services known as the Pace Coordinating Unit (PCU). It is the latter which is the subject of this evaluation.

The technical and administrative provisions of the FA for implementation underestimated the complexity of this programme. Not only was the PCU dealing with a vast geographical area but deep cultural and political differences and organizational and professional disagreements soon surfaced. Added to this was an EC, bound by cumbersome procedures and encountering unforeseen difficulties in implementation. This situation was aggravated by the EC deconcentration programme which is after a four year period only now approaching completion. Indeed it has been argued that the deconcentration programme completely fragmented this project and at worst we had a regional project managed by 30 NAOs and up to 30 delegations!. Although the rider in part seeks to redress the situation the EC delegation in Nairobi, the lead delegation, is to be congratulated for holding the programme together in such circumstances.

Early programme life was not smooth and internal disputes at PCU level added to the complex management problems. These more often or not had their roots in professional conflict and unclear management policies and strategies. Often it is forgotten that the main impact of this programme is identified at country level and here considerable progress has been made as despite the PCU friction, professionals were able to provide support to the countries wishing to move forward. So much so there is now left a single zone of critical importance to the final eradication of rinderpest from Africa i.e. the Somali ecosystem covering north east Kenya, southern Somalia and the southern region of Ethiopia.

Throughout this study the two consultants² were given free access to all requested documents and received full cooperation from the project staff. Field work commenced on the 8th May in Nairobi and was completed by the presentation of an aide mémoire to the EC delegation and PACE representatives on the 20th May. The use of the words project and programme are synonymous throughout the report.

¹ Originally 32 only 30 participated

² Ms. Seraphina Khaturima and Mr. Douglas McLure

1.2 Programme Extension

Considerable early delays occurred in implementation of the programme mainly at country level caused primarily by procedural and procurement difficulties. This resulted in under spending in many countries. Conversely at PCU level budgets were insufficient to meet final work programmes. Despite this situation it was recognized that there was still scope for further achievements and after a request from AU-IBAR the EC agreed to extend the life of the project.

Rider no 1 of to the Financing Agreement (FA) dated 05 October 2004 allowed a two year extension of the original FA No. 6125/REG and an additional allocation of funds from the 9th EDF of 5 million Euro making a total overall investment of Euro 77 million. Physical implementation of the extension agreement has to be completed by 30 October 2006 with 28 February 2007 final closure. Country allocations were revised to a total of Euro 51.3 million including Euro 1.8 million for the Somali Eco system and Euro 0.5 million in a special fund. This special fund can only be utilized by a country experiencing rinderpest outbreaks. The implications of the Rider are discussed in the relevant paragraphs below but important issues are;

- Questions were posed to the consultants during the evaluation regarding a further extension if funds were still available. The answer was negative as it is clearly stated in the rider page 4 that no further extension can be allowed in accordance with article 134 of the 9th EDF financial regulations. The obvious implication is that countries or the PCU which are slow to react to preparation and implementation of work programmes will be unable to access all available funds. This has to be made very clear to all stakeholders.
- The modalities of the special fund for the eradication of rinderpest in the Somali ecosystem have to be completed without delay.
- During the mission AU-IBAR announced the transfer of two professional staff from PACE (EDF funding) to the IBAR budget as required by the rider. This is a welcome move although we understand the question of related costs have to be agreed.
- The rider, signed in October calls for an independent evaluation of PACE to IBAR capacity building including an assessment of staff performance to be undertaken before the 31 December 2004. Thus this evaluation.

Already events have led to serious delays in the implementation of the extension due to a gap in funding after November 2004 and it was not until 01 March 2005 that funding was resumed (actual funds received 21 March) under Work Plan/Cost Estimate No. 6. An absence of senior staff support - the post of Main Technical Assistant (MTA) is still vacant and the absence of a Financial Controller (FC) from October till February 2005 weakened management. The Acting Director left the project and handed over to his substantive successor on 21 January 2005.

Consequently there are now only 18 months left to implement the balance of the programme and this review itself is already almost 6 months behind schedule. The delays also impinged upon day to day implementation which if the rider is rigidly applied will mean that PACE will only achieve its extension results if it is accelerated or additional time is granted to the existing agreement. We believe that the rider is explicit in its time schedule and there is a clear statement that there will be no further extension. However things do change and whilst efforts have to be channeled to completion as per the rider it should not be forgotten that 6 months have been lost because of the lack of

agreement with the EC. Throughout the report we will be urging PACE management to think and plan realistically and within this time frame we ourselves are operating in parallel with an exit strategy which will have a strong influence on the thinking and rationale of our report. Seeking to fundamentally change the operating systems of the programme or staff themselves at this late stage could simply divert efforts to successfully complete the programme. By reducing the staff cadre or introducing new staff members could be counter productive and result in more problems than those they are intended to solve.

The consultants believe that staff morale is higher than it has been for some time and with a few exceptions staff numbers should not be disturbed. Considerable results can therefore be achieved over the coming months if management recognize and take steps to address the time barrier.

1.3 Terms of Reference

Full terms of reference are presented at Annex 1. They are clear and unequivocal but operate from a narrow base in that they give little attention to the world outside the PCU. At the workshop referred to at Nyeri (Aberdare) see section 1.5, discussion highlighted other issues with the Bamako representatives asking that the scope be broadened to include comments from country offices and delegations

We accepted that the following issues suggested by the workshop be highlighted and where necessary to refocus the ToR.

- **Contribution of PACE to IBAR Capacity Building**
 - (1) Does PACE fit within IBAR's vision and mission?
 - a) Animal Health
 - b) Animal production
 - c) Improvement of livestock trade
 - d) Information/communication (sharing and reporting)
 - (2) What human and physical resources should/can be absorbed into IBAR including an exit strategy, concept?
 - (3) Maintaining and strengthening IBAR links at country level following on from PACE
 - a) Build on country experience
 - b) Network with international, regional and national institutions (public and private)

- **Staff Evaluation**
 - (1) Examining existing job descriptions and relating these to IBAR needs
 - (2) Overview of implementation/achievements (sustainability) of individual and units.
 - (3) Contact with selected regional and country representatives (including donors –_local delegations – other contractors)

Section B4 of the ToR requested a final report by the 25 May. Given that the workshop requested additional information and inputs it was suggested and accepted that an aide mémoire be presented on the last day of the field work and a draft final report be presented the week ending 27 May. The final report would be available shortly after comments are received from PACE management and the EC.

The ToR also call for an evaluation of the individual PCU staff members. We have conducted an interview with each staff member but feel that it would be expecting too much to evaluate their performance over time even after cross checking with other staff members and access to the individual staff files. It would be unfair and a little arrogant to attempt to carry out such a precise evaluation in the short time available to us. We focus therefore on commenting on individual contributions to the project and their future role.

1.4 Exit Strategy and Action Plans

The objectives of the extension phase are clear and are built upon the achievements of the previous five years. Specifically the major targets are the eradication of rinderpest and control of other epizootic diseases coupled to the strengthening of surveillance systems to support policy formulation for disease control and better access to global livestock markets.

Expectations are therefore high that the project will make a major contribution to these objectives but the start up of the extension phase has again been dogged by the time delays described in section 1.2. This puts this evaluation even more firmly in the time scale of the exit strategy and accompanying action plans. Closing the programme not only relates to the PCU needs but must also include a strategy for support to the 30 countries who have participated in PACE. Staff needs and outputs must be clearly related to the action plans during the final phases of the programme and not dictated by past experience or emotion. Optimal use has to be made of existing skills and work plans have to be realistic if the exit strategy is to be meaningful. Above all there must be a cohesive well planned transfer of skills and knowledge to AU-IBAR to ensure that the substantial project gains are not lost. In preparing our recommendations therefore we assume that the action plans covering the final phase of the programme will be aware of the following issues;

- that both the technical and administrative staff requirements will be based on the needs of the PCU and the member countries;
- absorption of the considerable gains made by PACE into AU-IBAR will be a priority of the exit strategy;
- there is recognition of the corporate memory of staff members;
- that time schedules and staff management are optimized;
- a very strong dissemination system to promote PACE achievements and
- a very close working relationship is established between PACE staff and AU-IBAR counterparts.

It can be assumed that one reason justifying the extension period was the understanding that staff were or would be in position to achieve the objectives described in the FA supported by the two year extension. Staff will however only be able to succeed within a realistic time frame. Although the major work on an action plan has been done by the two main technical units a unified action plan has still to be completed. This must be a priority activity and it was disappointing to see so many senior staff leaving for the recent OIE³ meeting in Paris without this being done. We understand the justification and the need for staff to travel to international conferences and we do not question the value of attendance at such gatherings. What we would wish to indicate however is, that there should be more selective and representative participation with numbers spread and the

³ Office International des Epizooties

size of delegations limited. There may be a day when funds for such travel will be seriously constrained. The recent meeting of the Project Advisory Committee (AC) in Bamako at the end of March 2005 provided some very useful advice and guidance but action is the responsibility of management and time is now a major constraint. It is also opportune to note at this point in time the Rider to the FA requires that detailed management procedures will be set out in a manual drawn up in time for the launch of the project. This was not available to the consultants. The last manual of procedures we found was dated the year 2000. There are too many indicators of inadequate preparation and lack of urgency in relation to maximizing the impact of the extension phase which cause concern. To balance this comment it is fair to note that a global plan for the extension was available.

1.5 Workshop and Audit

The Consultants were fortunate that during the mission we were able to attend a workshop on the 10-11 May to evaluate the comments of the 10th AC meeting on the project extension and to plan the way ahead. Also on the agenda was the working relationship with the EC delegation and implementation of the extension agreement.

This allowed us to establish a wider perspective and indeed resulted in additional or more focused Terms of Reference (ToR) following discussions at the workshop. From an external point of view the subject matter and the discussions were of a high order and were extremely beneficial to the participants who obviously learnt, many for the first time of the project strategies and donor relationship. The input of the 10th AC was also very relevant. Quality action plans for the two main units, data management and epidemiology were presented but it was clear that much had to be done to couple these to administrative and management requirements in an overall action plan. To the observer this emphasized the point made above of the need to put all this information together and take early action.

An audit of the PACE PCU from March 2000 to May 2003 had just been completed⁴. As our terms of reference included staff inputs and remuneration we took the opportunity to discuss with the auditor his opinions concerning salary levels and general audit findings. We have also been able to access part of the draft report. This has been extremely useful in our deliberations and has provided information that we would have not been able to develop on our own.

2. METHODOLOGY

2.1 General

PACE has during its life time attracted numerous studies with mixed results. Most important from our point of view is the 'Backstopping Mission to the Management of the PACE Programme Coordination Unit presented in January 2002 and the Mid Term Review completed in May 2003. Also, we had access to the PACE Extension Review mission of January 2004. Looking at the staffing and structure today it is clear that few of the recommendations of the backstopping mission have been implemented particularly the decentralization of control to the Project Coordinator. Equally so the structure of the project has changed and PACE PCU is in comparison now a much leaner and improved delivery vehicle.

⁴ Financial Audit of PACE 11 April -3 May 2005 Frame work Contract 2003 (S 58-050047

We identified the following key units influencing the implementation of the programme. At the APEX is a Programme Coordinator reporting to the Regional Authorising Officer (RAO) who is legally responsible for the project in EC terms and is in this instance the Director of AU-IBAR. The PC has the responsibility of the day to day project operations and the coordination of the country and regional operations. The Epidemiology Unit is by far the largest unit encompassing not only pure epidemiology requirements but the former economics unit and work of the wildlife specialist. The other major unit is the former Data Management Unit which is now proposed to absorb the former Communications Unit and is referred to now as the Information and Communication Unit. In support is two groups one financial and the other administrative. Of necessity, evaluation of the roles of all these components within the structure was part of the task of the consultants

2.2 Specific

Our evaluation started with a review of the available literature made available at both the EC Delegation and the IBAR/PACE offices. Thereafter we divided our efforts into two sometimes overlapping channels, staff appraisal and PACE structure and management.

We have been able to interview from the Director AU-IBAR downwards all but one Nairobi staff member who was away on mission. The workshop also allowed us to interview six senior staff members from Bamako. Interviews were preceded by a questionnaire sent to all workshop participants, see Annex 7.2. These provided a guide to the thinking of the interviewee prior to discussion. Personal interviews were cross checked with other staff members and personnel files, which unfortunately were not complete in some instances. We concentrated on face to face interviews and comparison with work plans which in itself was a questionable process due to delays in implementation not caused by technical problems. It is not professionally correct to claim that such a system (1-2 hours face to face discussion) can provide a full appraisal of a person's competencies but we believe that it certainly can be indicative when coupled to cross checking with superiors. The results of the staff survey are included in section 5.

Again we emphasize the success of PACE is primarily a country issue and that Nairobi Head Quarters office is an administrative and support tool to 30 countries. We therefore, again after consultation with the Regional Coordinators, dispatched a small survey in the form of a questionnaire to the EC delegations and programme coordinators in West, Central and East African countries. A copy of the questionnaire is provided in annex 7.2 and a short analysis in section 4.4.

Full discussions were held on several occasions with the Rural Development Advisor at the EC delegation. Other EC staff members including the accountant responsible for the PACE programme in the delegation made their services available.

Interviews were also conducted with representatives of the FAO and ILRI offices. A full list of those consulted is presented in Annex 7.4.

3. THE PACE STRUCTURE

3.1 Current Organizational Structure

Both the MTR and the Back Stopping Mission identified discrepancies in the organization of PACE, which are not conducive to effective, clear and transparent management. As we shall see this is coupled to the systems or lack of them that were

then in place. Unfortunately these were not all corrected but it is fair to say that organizational difficulties cannot simply be attributed to project management. The extremely ambitious design as promulgated and agreed by the EC/OAU/IBAR posed major management challenges and it did not foresee or fully accept the difficulties of implementation across 30 countries as we have noted above. In addition according to the review mission report (early 2004) there were 7 International Technical Assistants (TA) and 9 Local TAs plus support staff then in place in cramped offices at the PCU. These were recruited from different institutions, had varying loyalties, came from different cultural backgrounds and were in one instance responsible for a parallel project. Salary levels were disproportionate even amongst AU/IBAR/ staff. This was not an easy mixture to manage. During the project the reorganization of both the AU and the European Commission complicated matters further particularly because of the project's regional nature. Against this back ground the lead delegation in Nairobi were hard tasked to coordinate and maintain a cohesive and functioning structure to support the programme.

To the external observer there was also a dichotomy of management with the Acting Director of AU/IBAR in his dual position as Regional Authorizing Officer (RAO) becoming far too closely involved in the day to day management of the project. Despite the job description of the (PC) indicating a clear management and responsibility role and although the AG Director sought to assure staff of the delegation of functions, (correspondence Ag. Director to staff 23 August 2002), there has been a clear ambiguity of roles between the RAO, the PC and including senior staff such as the main TA and the financial controller. This led to many disagreements and severely inhibited the efficient implementation of the project.

The current organigramme, provided on page 10 shows a somewhat flat vertical structure with insufficient horizontal links. The links to AU/IBAR indicate direct executive involvement in PACE operations through the PACE Advisory Committee (AC). The Financial Controller (FC) is shown operating at two levels but reports only to one person and current job descriptions do not relate in several instances to the person's location in the chart. For example that of the Main TA indicates that he directly advises the Director of AU/IBAR on PACE activities. The desired benefits to regions and countries do not 'flow' to the lower levels. The policy committee is still shown although it can be questioned at this point in time if it can have any impact directly on PACE implementation within the extension period. There is no link from the EC delegation direct to the project but through the RAO.

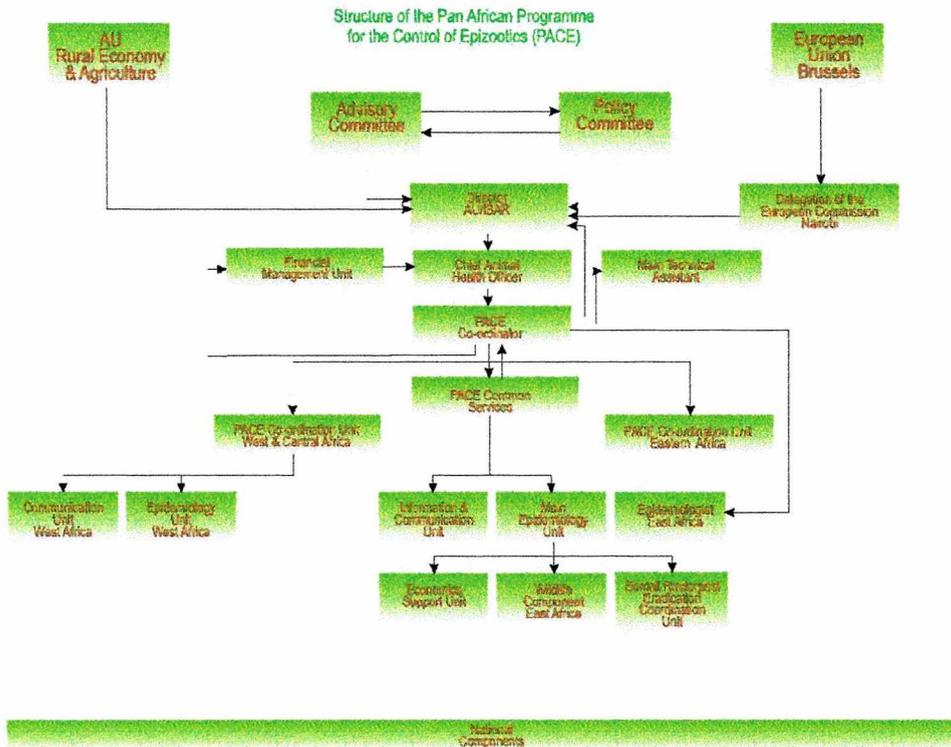
For a programme moving towards completion and requiring strong leadership and firm management this design is too fragmented and requires review.

3.2 Programme Needs

The minutes of the 10th AC meeting uses the phrase 'an out reach policy' and this should be the keywords when preparing strategies for the coming final months. It is essential that a structure is in place that can ensure that the results and the skills developed over the years are well known and can be used at country level. Simultaneously this information has to be transferred to AU-IBAR.

This will require not only a structure where areas of responsibility are clearly defined but one with a clear linkage from policy and strategy levels to implementation. The defined

vehicle for delivery has to be simple and easily understood with each component part allocated clear tasks.



Substantial change is not required, consolidation is more important. There has to be very precise points of decision making as time constraints are already evident because of delays in start up of the extension phase. Support units have to be properly staffed and be capable of integrating into the management decision making process. Given the quality of the advice from the AC and the need to identify and understand the programme in a more global context, the regular meetings must not be delayed and if need be increased in number during this vital period.

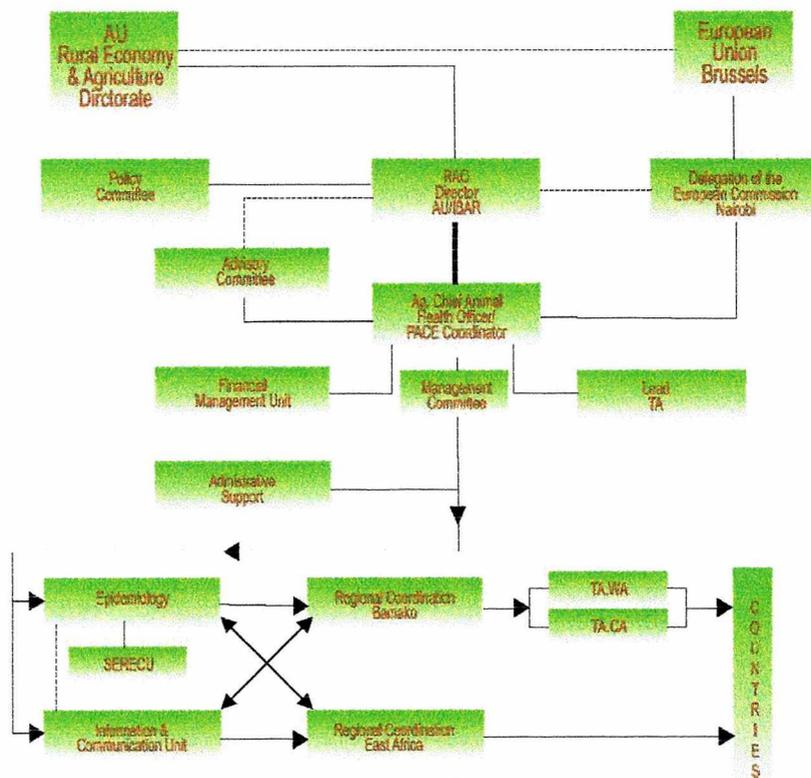
Bamako it must be understood is a regional office of PACE although work programmes are discussed and accepted at national level.

3.3 Proposed Organizational Structure

In the updated organigramme presented in the following page we propose a much more compact structure with information and advice intended to flow to the beneficiary countries from specialist units. It should be a priority to ensure that public figures at country level understand the benefits that PACE has delivered and that for example surveillance must continue and national financing support is required even allowing for strain on national budgets. This will become a priority for AU-IBAR and a clear understanding of this responsibility has to be passed on in the coming months. This is

crucial if AU/IBAR is to fulfill its mission and vision of supporting the protection and

Structure of the Pan African Programme
for the Control of Epizootics (PACE)



N.B. Proposed new structure shown above

development of the livestock industry in East, West and Central Africa and perhaps beyond. The role of the policy committee is left at AU/IBAR level and its function could be more directed at advising AU/IBAR on the absorption of PACE achievements at the centre and country level. We repeat our view that with the AC providing quality advice on a regular basis the need to convene another policy committee meeting is difficult to justify. There is the opposing view that such a policy committee meeting will bring together a platform of various stakeholders and this will support the PACE exit strategy and a follow up programme of PACE achievements. This provides valid debate and we leave this for PACE management to discuss with the Director AU-IBAR and decide on whether or not to convene this meeting. It should also be considered that whilst the role of the AC is advisory and very valuable, meeting as it does only once every six months means that implementation decisions cannot be delayed whilst waiting for advice. We have therefore formalized a management unit in the structure which we discuss further in section 4.2. The PC is himself the AU-IBAR Acting Chief Animal Health Officer and is presented as such. A strong financial unit reporting direct to the PC and providing proper

information to financially manage the project is clearly essential and the administration unit operates both in support of the PC and the technical units.

The relationship between the RAO and the PC must be transparent and understood. Reporting must be accurate and regular but management of the project must be concentrated at the level of the PC. He must now be seen by the staff as the decision maker and arbitrator on day to day matters referring only policy and strategic issues to the RAO who himself has other responsibilities. To do this he needs lateral support and the early appointment of a lead or main TA (MTA) to support him is crucial if he is to be able to properly assume and implement his functions.

The epidemiology unit is by far the largest technical grouping and figures prominently in the organigramme with operational links as far as Bamako. Bamako itself is a regional office of PACE and has to remain so until the completion of the project.

It has been proposed that the Data and Communication functions of PACE be combined and these are shown as one unit. The consultants concur with these changes as we consider that they combine functions in a manner that will assist the smooth integration of these responsibilities into the AU/IBAR structure on completion of the PACE programme. Also as we have noted above, the PACE exit strategy must consider increased dissemination of PACE/Country gains and the future responsibilities at national level to consolidate and improve upon these gains.

The post of the MTA is vacant and it is understood that a tender is being launched for this position. This is a crucial appointment and has been left vacant for too long a period. The PACE coordinator requires support to properly fulfill his extensive functions and the post should be filled with the minimum of delay.

It is important that the level and mode of communication between the donor (the EC) and the recipient project PACE be established and clearly defined. For this reason we show the contact primarily at PC level with contact to the RAO in his position as Head of AU/IBAR more intermittent and obviously including other livestock issues.

By simplifying the structure we are also mindful of the need to consider absorption of PACE functions into AU-IBAR.

3.4 Sustainability

Having seen the benefits of PACE at country level we are perhaps surprisingly optimistic that positive gains will be sustained but this requires some qualifications. For the PACE message to endure there has to be a strong and continuous message to the member countries over the coming 18 months (whilst funds are available) of the real and indirect benefits of the programme. This should emphasize the economic benefits to a vast industry across the 30 countries and the enormous losses should rinderpest for example be allowed to return and the need to continue the progress made in the fight against CBPP.

A partnership has to develop, perhaps a small task force between, at PCU level, the communications staff and the economist placed in the epidemiology unit. Included should be the regional coordinators. The message is simple – ensure that the decision makers (professionals, NAOs and Government Ministers) at national level understand and appreciate the benefits that PACE has brought and ensure that adequate funds are

available for the continuation of the PACE objectives. Realistically few countries may be able to match the PACE budgets but awareness costs little.

Another efficient and relatively cheap method of getting the issue of sustainability across is to establish specific web sites or upgrade those already in existence. National veterinary staff are sure to want a continuous flow of funds to sustain the success of the project. They will be only too willing to make use of high quality web sites.

To sustain the national inputs at anywhere near the PACE levels will be unrealistic but the clear benefits at national level should if presented clearly and forcibly hopefully result in workable budgets being available for national staff. Again there is a time factor and work on these recommendations should start immediately. An indicator of the success of the programme will be the absorption of the objectives at national level.

4. MANAGEMENT SYSTEMS

4.1 Institutional relationships

There are three major interconnecting institutions to be considered in the implementation of the project, The major donor, the European Union working through the EC, AU/IBAR and the project itself. (For management purposes PACE and AU/IBAR are considered institutionally separate).

AU/IBAR is the signatory on the FA and is part of the African Union. PACE is a project of AU/IBAR funded by the EC. Headquarters of AU/IBAR is in Nairobi as is the PCU of the Project. PACE however is only one of several projects reporting the Director of AU/IBAR. In such a structure the officer in charge of the project in this instance the PC, would be expected to take responsibility for the project and report to the Director as and when required who as this is a regional programme is also designated the RAO. The lack of clarity over management roles up until now has been a major flaw in the management of the programme if one accepts, as the consultants suggest, that AU/IBAR and PACE are for project management purposes two separate institutions. This left the donor working at two levels when dealing with the PCU first at Director level and secondly at project management level. During the earlier phases of the project the internal PCU disagreements were left to the PC to try to unravel but it was not he who had the final decision making powers and thus management was considered weak.

Disturbed by the lack of direction and inability to resolve professional arguments at the PCU, the third institution, the EC became increasingly frustrated and involved in the programme when seeking clarity over operational issues. This did not help the smooth flow of funds.

At the workshop (section 1.5), dialogue took place claiming past micro management of the project by the EC. Whilst close involvement of the EC delegation in the management and direction of PACE was acknowledged it was emphasized that this was in the past required because of the problems faced in implementing the programme. We are of the opinion that the intervention of the EC delegation at management level was justified but there is no doubt that this did not help institutional (stakeholder) relationships. Our discussions and file search clearly indicated that not only could the EC not stand by and see a Euro 72 million investment approaching crisis which could seriously reduce impact but that official letters were unsatisfactorily answered or not answered at all. It should be

noted at this stage the lead delegation also had the burden of variable relationships with other PACE delegations during the EC deconcentration programme

Close and successful institutional relationships were maintained with the major international bodies responsible for animal health primarily through the meetings of the AC. In discussions with ILRI⁵ whose headquarters are in Nairobi the view was expressed that closer collaboration would perhaps benefit both parties. It is clear from the minutes of the AC meetings and discussions with the FAO Nairobi representative that because of the international nature of the programme that close ties with the international agencies represented at the AC have to be maintained and strengthened. There are no country boundaries when the target is disease surveillance and control.

Clearly communications between the major stakeholders were not satisfactory during the initial phase of the programme. We see however a much more open and constructive phase beginning with a substantive Director of AU/IBAR in post and the open and frank discussions that took place at the workshop held at Nyeri on the 10-11 May.

4.2 Management Systems Present and Future

The ToR note that 'optimal effectiveness and efficiency of the PACE management structure within the Coordination office will be required'. They also note that there 'is a need for development of the long term vision for PACE and assimilation of PACE aspirations and benefits into the wider IBAR,. The former is obvious but the latter can only be identified within the scope of a transfer of skills and information into IBAR. PACE is finite and is approaching its conclusion.

On the EC side management of the programme is the responsibility of the local delegation. They faced difficulties in supervising the programme primarily caused by the decentralization (deconcentration) exercise undertaken by the EC for the last three years. It would be fair to say that this affected the decision making process and coupled to the disagreements with the Acting Director of AU-IBAR this introduced a situation where delays arose affecting staff morale and resulted indirectly in the punishment of the programme. It is not easy for staff whatever the circumstances or the rights or wrongs to face a situation when they are unpaid and can be socially embarrassed. (Having noted this problem it has to be said that it was delegation staff that persuaded the EC headquarters in Brussels to waive regulations and have 3 of the 4 months outstanding payments made). The decentralization process was never designed to implement a regional programme of this kind. Financial decisions became more regulation orientated and flexibility virtually non existent. On the other side at the core of the disagreements was the opaque management style of the previous AU-IBAR Director with the EC often not aware of issues where they should have been consulted. This led to suspicion and micro management and introduced delays as the EC sought to protect their responsibility in the spending of EU funds. The consultants believe that such a situation need no longer exist and as stated elsewhere in the report any constraints and problematic issues should be resolved by regular interaction between the EC delegation and the RAO/ Director of AU/IBAR. He should now take the lead in resolving any contentious issues with the EC indicating that they welcome this partnership.

Conversely PACE now needs strong centralized leadership and powerful management from the head of the programme if optimal effectiveness and efficiency are to be

⁵ International Livestock Research Institute

achieved and project results realized. In the past the PC has been required to assume responsibility for too many positions and this should in future be minimized in order that he can fulfill the function of managing PACE. The AC and the Project Policy Committee are too distant to be involved in any day to day management issues. Prior to the arrival of the substantive AU-IBAR Director the PC has shown admirable loyalty and commitment to his tasks as he faced the political, multi donor, service provider allegiances that would have daunted many an experienced manager. He has the role of supervising the various units in Nairobi and Bamako to ensure that work is properly planned and implemented.

We suggest that the RAO make staff aware that he has no further involvement in the day to day management of PACE and the responsibility for the operations lies fairly and squarely upon the PC. The many functions that he (the PC) has had to fulfill in the past we suggest constrained his management style but as he himself is no doubt aware there are criticisms of his leadership (most of which presented to the consultants were based on ignorance and misunderstanding) from within the programme and he now has to show doubters wrong by transforming present plans into ACTION and finish the programme in style.

The advice and guidance from the 10th AC meeting coupled to the inputs of the workshop have provided a sound base for an accelerated implementation programme. Very firmly, staff have to be made aware of their responsibilities and that they will now have to become part of a team. Those who are unable to assume greater workloads or cannot respect their immediate superiors or indeed their peers should be required to find alternative opportunities elsewhere.

There is one challenge ahead and that is to complete a successful project which will require close attention to work programmes. This means constant attention to the project needs and to digress for a moment the PC will have to decide if the consultants are correct in stating that there is an excess of travel to international meetings which takes up much time and costs (see comments in section 1.4) Rather representation as we suggested could be shared between senior staff. The EC should consider this issue very carefully when discussing the future work programme(s) as in the view of consultants it is a necessary activity which requires tight discipline to provide effective control. Day to day decisions should not involve the EC but the setting of a global budget from which the PC decides the priorities would perhaps be a wise move to condition PACE staff to future possible constraints when funding may not be so generous.

Although we have highlighted the leadership role of the PC he requires apart from the support of a replacement MTA to introduce collective leadership. As far back as the backstopping mission of 2002 a recommendation was made regarding regular senior staff meetings. In section 3.3 we noted the inclusion of a management unit in the proposed structure. Monday morning meetings appear a euphemism for this practice but we attach a much more formal identity to this group which should consist of heads of units with its terms of reference agreed by the RAO. The group should ensure that the PC receives quality professional advice and makes, actions and stands by decisions made at that time. Members of the management unit should expect to be deeply involved and to head up required management initiatives as and when required

Management systems will have little impact unless they are transparent and all staff are conversant with procedures. A review and update of the procedures manual produced in

the year 2000 is long overdue. It is understood that an administrative and financial manual has been produced in Bamako and this is to be used as a basis for a Nairobi edition. Management should be reminded that Bamako is an extension of the PCU and manual contents should be synchronized.

Communication between staff in most areas has improved substantially since previous visits by the mission leader. There are still areas of concern which have to be addressed if the coming months are to prove successful. Even at this late point in time this will be worthwhile.

The contentious issue of conditions of service staff are bound by is discussed in section 5 the preparation of this staff manual of procedures clearly presenting the present rules and regulations will be beneficial.

Job descriptions have rarely been reviewed and are in several instances contradictory. There is the example of a new Information and Communications Unit in formation with no ToR for the Head of Unit. If staff have to work together properly it is important that each has clear job descriptions and objectives to follow.

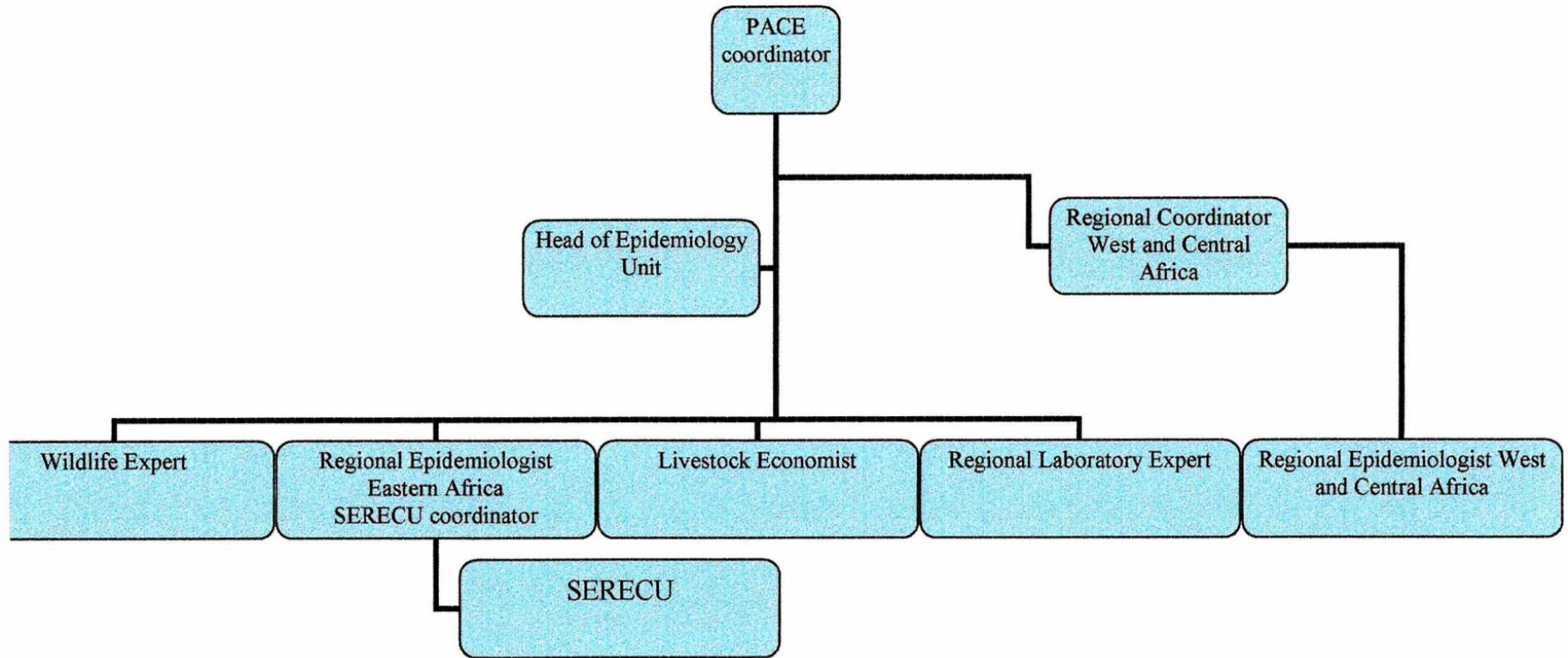
4.3 Unit Management

We examined the role and outputs of the two main technical units (Epidemiology and Information and Communication, previously the DMU) and the finance and administrative support units.

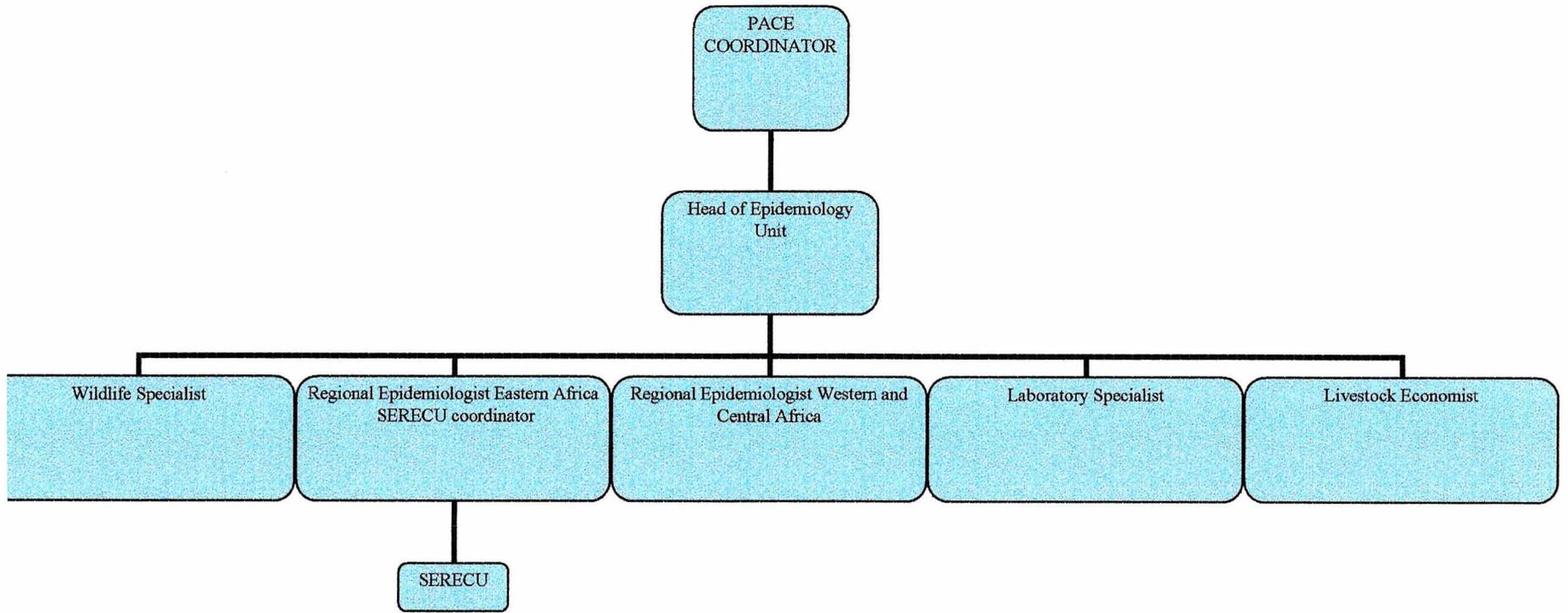
After some turbulent times both the technical units are functioning well. The unit heads have a clear grasp of where their units are going and presented precise and detailed inputs for the PCU action plan at the Nyeri workshop. The final Data Management Unit (DMU) report July 2000 – October 2004 shows a very clear understanding of the place of the unit and the functions required. The objectives, strategies and approach are well presented. A key to the future sustainability of the PACE results will be ensure that there will be adequate knowledge transfer in the coming months at both technical and political level. The recent Administrative Support Unit recommendations incorporates this opinion and we strongly support this. Close collaboration with the programme economist will be required as he will be implementing parallel functions

The diagrams presented on the following pages 17 and 18 show a clear operational structure within the epidemiology unit and are presented to indicate, in the view of the consultants, an efficient and well organized part of the PACE headquarter system. Deliberately no linkages are shown with the management unit as a whole. All aspects of the Project Epidemiology are now under one roof including the wildlife work and the SERECU coordinator. We agree that the livestock economist should be part of this group as in discussions it was recognized that much of his work will flow from the inputs of the epidemiologists. We would note at this point however that the output of the economist will have to increase certainly in the form of much sharper and simpler information for the dissemination programme that we have recommended above. He has a key role to play and must rise to the challenge. Due to time constraints (the Economist was traveling between missions) we were unable to hold adequate discussions but from earlier meetings we believe that emphasis should now be increased in disseminating project information in simple non technical economic language to decision makers in the various countries to ensure they understand the value of the PACE achievements and the need to continue the work at national level.

The minutes of the last AC meeting recommended that a seminar be organized to create an evaluation tool to assess the conformity of veterinary services in Africa with OIE standards. This should be prioritized as one area of dissent in the early part of the programme was the disagreement on how to register and manage animal health workers or para. vets.



illustrative reporting diagram for PACE Epidemiology Unit



chnical reporting lines for PACE Epidemiology Unit

Whilst the consultants are satisfied with the management of and the role played by the technical units we are not convinced that the finance and administrative units are properly structured to meet the demands of the forthcoming months till completion.

A new **Financial Controller** is in place since February and is well aware of the size of the task ahead and is rapidly making the changes that are required. He quickly identified that there was a lack of operational and accounting manuals and an accounting system in place to respond to present needs. Changes were required if financial information was to become a strong management tool. We are pleased to note what the AC confirmed that the 10th meeting that the situation is now well in hand. For the information of the RAO and the PC we believe it necessary to highlight some of the issues for if these are not followed up there will not only be implementation difficulties but problems at project closure. These are:

- An audit has just been completed of work plans 1-3 (01 March 2000 – 31 May 2003). Questions have been raised over the management of the accounts, which have to be answered, in particular the salary levels of staff which we deal with in section 5. Interpretation of rules and regulations and more important the advice provided on salary levels requires scrutiny. The EC also claims that funding requests are often late and with errors which delay reimbursements.
- The ToR of the Financial Controller should be reviewed and we have provided a draft in Annex 7.3 - job descriptions. It is our opinion particularly having had sight of the recent audit that his function as financial controller has to remain. In discussions however we would concur with the opinion that his management skills should also be available for project planning and strategy, particularly the translation of financial management into programme management. We see no problem in him being a financial manager rather than simply a controller as long as the role of the latter remains as part of his terms of reference.
- Prolonging, by extension, the existing work plan no. 6 till end July 2005 and if need be topping up the funds deserves strong support. This will allow for audits to be completed of the previous work plans, the consideration of this report and more important adequate discussion on the next work plan. This WP or Project Estimate (PE) if 9th EDF funds should if possible take the project through till completion with a review in mid 2006 to ensure plans are on track. The benefits are obvious as if the plan is clear and unequivocal this would eliminate the need for continuous discussion and allow better forward planning.
- Much attention is paid to the PCU but there is a need to speedily follow through on the country status. National EC delegations may have responsibilities but with a guesstimate of Euro 7-8 million to be retired from country work plans and carried through to fund PACE initiatives help should be provided from the PCU. This should be done with the cooperation with the regional coordinators and TAs. The unit staff establishment will have to be increased.

We deal more with the audit report in section 5.

In any organization there is always one unit or department which is controversial and more often or not it is '**the Administration**' – the people who have to do the bidding of others, continue smiling and absorb problems while applying regulations. The PACE

Administration unit falls into that category. Whilst during staff interviews other staff had few if any complaints those belonging to the admin staff had much to say.

Primarily the unit in the opinion of the consultants suffers from a dichotomy of management. There are too many persons seeking to influence and direct the administration and in itself staff are insecure and unclear of their functions. In addition the physical location of three secretaries, the backbone of the unit, sitting almost on top of each other because of space constraints does not make for ease of management. Communication between these staff members has been reported strained at times and there exists an embryonic climate of mistrust and jealousy.

The role of the individual players is discussed in section 5 but there is clearly a need for a reorganization of functions and individual responsibilities within the unit. In particular the responsibilities of the Administrative Assistant are unclear, fragmented and excessive.

This situation is not something that has just been identified by the consultants. Management itself has been aware for some time that project administration has to be reshaped. A task force worked on this issue and held eight meetings between 02 March and 06 April 2005. This was a thorough study which made some very pertinent and detailed recommendations but again we have a familiar situation - time goes by and action still has to be taken. The Management Unit has to take immediate steps to accept all or part of these recommendations and ensure early implementation. We consider that the deliberations were sound and would only have the following comments on the recommendations.

- The structure should be given priority. Names can change but will not cause conflict if job descriptions are updated and clear.
- Secretaries should be allocated specific tasks but also be responsible for their day to day work to designated unit heads.
- Most important they should be physically located in the units parallel to their areas of responsibility.

Most affected by these changes will be the Administrative Assistant (we prefer Officer) and we discuss her job description below. The consultants are presently of the opinion that with the reallocation of tasks amongst the secretaries which may include one being responsible to two unit heads, no additional secretarial support is required. The Administrative Officer should allocate tasks to the secretaries which will leave her free to implement her own ToR which we have not measurably changed. In addition she has the support of the two drivers/messengers for support in simple matters. It would be advisable for the PC to have a watching brief over the situation in case additional junior staff are needed.

4.4 External Survey

Regrettably the questionnaire dispatched to delegations and PACE coordinators has met with a very poor response. Only seven answers were received, too few to draw any firm conclusions. A copy of the questionnaire kept simple to allow for ease of response is shown in Annex 7.2 responses are not shown

Of those received, with one exception, all had good relationships with PACE PCU either through the regional coordinator or the PCU. Ghana delegation however noted that contacts were rare and there was little response to requests to the PCU for assistance. Conversely the programme coordinator in Ghana had no problems with the relationship. It was noted that PACE staff had a difficult job which they did well. PACE PCU should continue it was felt with assistance to harmonize disease control approaches, common interpretation of OIE standards, the continued updating of the ARIS soft ware and organizing regional training in new scientific developments by pooling resources. More feed back would be welcome on reports and assistance in drawing up national programme estimates and support in securing early endorsements would be appreciated. National identity was seen as a priority (a unanimous response) with a strong AU/IBAR providing back up. Interestingly, a continued role for PACE was not considered appropriate but an effective AU/IBAR was suggested as crucial.

It is appropriate at this point to refer to monitoring of PACE in general and national components in particular. This will be imperative in the hand over period to AU-IBAR. Monitoring has to be identified not only as a management tool but providing vital information for the final evaluation of the PACE programme due in the final months of 2006. It therefore has to be properly instituted and directed now. This is clearly recognized in section IV.3 of the Global Strategic plan and endorsed by the AC at the meeting last March (section 1h). We see the regional coordinators playing a key role in the organizing and management of the monitoring process but the magnitude of the task is considerable and for a project of this size and complexity they should be able to call formally upon the assistance of the EC External monitoring team. External monitoring of the national pace projects is being carried out from Brussels at present but in a fragmented way.

5. PACE STAFFING

5.1 Existing skills and needs

Human resources are indispensable to the success of any organization. Without the right staff the best equipped and most well financed enterprise will not function effectively. Evaluation of staff and their role up until completion of the programme is therefore a major component in this exercise.

PACE now requires the following;

- Sufficient skilled staff to allow the PCU to fulfill its functions up until project end.
- Sufficient capacity in AU/IBAR to absorb these skills at programme end.
- The skills and capacity to properly support the national programmes during the exit period.
- Staff with the commitment and energy to follow these functions through allowing for a delayed extension phase.
- Above all staff who can not only plan and talk but implement plans and work towards defined targets.

The second requirement is outside our terms of reference but from our staff surveys we can confirm that in our opinion staff have the skills and the ability to implement the global

strategic plan (GSP). Most of the staff have been in place since project inception, some moved over from the previous PARC⁶ programme so have considerable experience and a corporate memory which cannot be replaced. In view of the short period of this assignment, it was not considered feasible nor would it be of added value, for the consultants to present a full judgment on individual capability of staff which in itself would have required various levels of technical skills not available to the consultants. Nevertheless after a review of personnel, through documents and interviews, with both professional and administrative support staff, we can conclude that in general terms existing staff have the correct and adequate skills needed to perform their respective functions.

In view of the audit report and our own questions over the administrative structure we gave detailed attention to the qualifications of the Project Accountant, the Administrative Assistant and the Secretarial staff.

The Accountant is a fully qualified Chartered Public Accountant of Kenya (CPA) awarded in December 2003 (qualification came after his appointment) His skills are better judged against the forthcoming audit report. He has applied for registration with Accountants National Registration Board prior to being admitted to the membership of the chartered Public Accounts of Kenya. He has also enrolled for a degree in Business Administration.

The Administrative Assistant is not only a qualified secretary, but she has completed a Bachelor's degree last December in Business Administration. Prior to her appointment with PACE, she had worked as a secretarial studies teacher with a highly reputable secretarial college in Nairobi.

According to the auditor's draft report the bilingual secretaries all have diplomas in French but the most current is dated as far back 1987. He compares this to the payments for translation services (budget of Euro 4,000 in WP 6) and queries the justification when supposedly bilingual secretaries are in post. One could take issue noting that many professional persons lose specific skills in the years following qualification. It should also be recognized that there is a difference in bi-lingual secretary qualifications and that of a professional translator. Nevertheless secretaries were hired as bi-lingual and remunerated as such and there are doubts over their present level of skills. To balance this dilution of skills two of the secretaries have Diplomas in Business Studies and at this late stage the consultants do not suggest retraining. Their long work experience with PACE is certainly an asset and we consider that the issues here are more motivation coupled to clearly defined job responsibilities.

Our interviews with staff were preceded by a short survey (copy at Annex 7.2), the rationale of which we introduced in our methodology above. This coupled to our interviews with individual staff members and comparing their qualifications to the work plans available has convinced us that the required skills are available. We do however have concerns over the dynamism to implement what is a well structured but very ambitious GSP, well thought of by the AC. Too often we have found examples of good thinking not being followed up by speedy action or out of date systems and manuals. The spectre of further delays in an extension and exit phase is very real. To inject this energy and commitment is a test for the PC.

⁶ Pan African Rinderpest Control Programme

5.2 Setting objectives and performance

A review of job descriptions for the staff shows that all are mainly lists of tasks to be accomplished and the qualifications/experience required to perform the various tasks. Furthermore many are too far out of date to be of use. An example of a recent JD urgently needing revision is that of the Data Unit Manager who has to absorb in his new role the additional responsibilities of Head of the Information and Communications Unit.

However, none of these have any performance standards, thus making it difficult to establish what specific outputs are expected from each job.

We view JDs not merely as terms of reference for jobholders but as important means for creating an efficient remuneration and evaluation policy. You are paid for what you do, not the title you hold. Consequently a JD is more than a list of tasks; it should reflect how the job is performed to achieve maximum productivity.

There is no indication that objectives are set at the beginning of the year to define what each staff member should do and by which outputs they would be evaluated at the end of the year. This is an omission that renders the annual staff appraisal a subjective and form-filling exercise particularly in the units where work is of a general nature.

Against the background of work plans and interviews we followed up our comments above regarding the accountant and the Administrative Assistant, plus the role of the secretarial staff, where there are issues that we suggest warrants management follow up.

The first arises from the PCU audit report of 01 March 2000 – 31 May 2003. Albeit that the accountant has to answer the audit queries this has to be viewed alongside the involvement of the previous financial controller who had overall responsibility at that time. But we would question whether proper control was exercised over the accounts – the cost overruns are a case in point (management control audit finding No. 5) even although there were suggestions of undue pressure on the unit staff. The auditor expresses serious concern over salaries and benefits which we deal with in some depth below in section 5.4. Secondly the overall performance of the administrative group requires management attention. Here we are more concerned with group rather than individual performance although there are concerns over salary levels discussed below.

We understand that a review of JDs is underway by management and although we accessed and studied all JD's the volume precludes us producing a revised JD for each staff member. In Annex 7.3 we have proposed new job descriptions for what we have termed the Finance Manager and Administrative Officer as examples of what is required in structure for two of the key positions that we have discussed. We suggest that the term assistant should be updated to Officer to give adequate status to the post

The task of preparing new job descriptions should start by the Head of Unit asking each employee to prepare his or her own. This is an interesting exercise and can divulge quite a few unknown facts! Thereafter the HoU should reshape it in consultation with the person concerned. A similar top down exercise should take place for the HoUs.

5.3 Staff requirements

A complete staff list is shown on page 26 for the PCU including the Bamako office.

In an exercise of this type it is expected that the consultant will advise that redundancies are required. Here we suggest that the opposite is the case. To implement the proposed action plans (even although they are still to be completed) will require the existing staff and more. But PACE wants fully committed and energetic staff. Staff contracts usually concur with the agreed work plans, the present expiring at the end of May 2005. They will we assume be extended till the end of WP 6 i.e.31 July 2005. We therefore suggest that staff are notified that it is intended after to renew contracts for at least a further year after that with two provisos;

1. that the EC agrees to a work plan for at least that period of time and secondly,
2. staff will be supervised for performance, primarily commitment, over the two month intervening period and those who do not demonstrate adequate commitment may not be considered for such an extension.

We suggest that such an approach to staff who have over recent times faced the insecurity of two month contracts and salaries being unpaid would prove a major incentive to very rapidly increase interest and levels of commitment.

Our study of the current organization structure and the functions performed by PACE leads us to suggest that manning levels need to be enhanced as follows.

- **Financial Management.** Here the priority is highest. Present resources only just cope with accounting, data gathering and processing, payments finance reporting etc. The existing accountant can deal with the execution of the work plans of the PCU but another well qualified accountant is needed to assist with national components. Recruitment of such a person is urgent and PACE can either, recruit by advert, ask for the auditors to second a person or recruit by selection direct through an agency as we are informed that the market is not short of qualified accountants. Delays should be avoided. We further suggest in view of the possible size of the task in closing the national work programmes etc that contingency funds are available if required for another accountant. We do stress that regional coordinators should also play a major role in the closing of the national work plans.

PACE STAFF - PACE CO-ORDINATION UNIT, NAIROBI

	NAME	POSITION	DATE OF JOINING	CATEGORY
1	Dr Rene Bessin	Program Coordinator	11th June 1999 (IBAR)	Professional
2	Mr Alex Saelaert	Finance Manager	8th February 2005	Professional
3	Dr Kebkiba Bidjeh	Head of Epidemiology Unit	1st July 2000	Professional
4	Dr Richard Kock	Wildlife Technical Assistant	Jul-99	Professional
5	Dr Berhanu Bedane	Head of Info/Com. Unit	1st July 2000	Professional
6	Dr Karim Tounkara	Regional Laboratory Expert	1st April 2005	Professional
7	Dr Emmanuel Tambi	Senior Economist	1st June 2000	Professional
8	Mr Dominic Kiarie	Accounting Officer	1st January 2000	Professional
9	Mrs Milka Musoke	Bilingual Secretary	1st January 2000	General Services
10	Mrs Electa Obura	Bilingual Secretary	1st January 2000	General Services
11	Ms Shadra Zaid	Bilingual Secretary	1st January 2000	General Services
12	Mr Sammy Ng'ang'a	Desktop Publishing Officer	1st June 2000	General Services
13	Mrs Rosemary Muriungi	Head of Administrative Support Unit	2nd January 2001	General Services
14	Mr Charles Mwangi	LAN Administrator	2nd January 2001	General Services
15	Mr. Stephen Kahura	Driver	1st January 2000	General Services
16	Mr. Vincent Ooko	Messenger	1st January 2000	General Services
17	Mr. Moses Juma	Messenger	1st January 2000	General Services

GTZ Technical Assistants' Contract

2	Dr Andrea Masarelli	Regional TA for Eastern Africa	1st November 2004	Professional
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PACE Staff List for West and Central Africa

	NAMES	POSITION	DATE OF JOINING	CATEGORY
1	Dr Bouna Alboury DIOP	Regional Co-ordinator	Dec-00	Professional
2	Dr Cecille Squarzoni	Regional Epidemiologist	Feb-04	Professional
3	Mme N'diaye Youma Sadio Diawara	Accounting Officer	Feb-00	General Services
4	Mr Alou Sangare	Administrative Assistant	Jun-01	General Services
5	Mme Minta Mariam Konate	Bi-lingual Secretary	Feb-00	General Services
6	Mme Bagayoko Aissata Konate	Bi-lingual Secretary	Apr-00	General Services
7	Mr Mamadou Traore	Driver	Feb-00	General Services
8	Mr Souleymane Kone	Messenger	Feb-00	General Services
9	Mr Mamadou Simaga	Guard	Feb-00	General Services
10	Mr Niania Coulibaly	Guard	Feb-00	General Services
11	Mr Namory Keita	Guard	Feb-00	General Services
	GTZ Technical Assistants'			
1	Dr Nicolas Denormandie	Regional TA for C C of West Africa	1st April 2003	Professional
2	Dr Patrick X Bastiaensen	Regional TA for Sahel Countries of W A	1st June 2003	Professional
3	Dr Hans-Achim Krebs	Regional TA for C Africa	24th November 2003	Professional

- In the Information and Communication Unit (incorporating the Data Management Unit) we have emphasized that resources have to be maximized to disseminate information be it analytical or informative. The current LAN Administrator is also working as a System Administrator, a situation that leads to the incumbent jobholder being terribly overworked. There is need to recruit a webmaster who would help to reduce and share the workload currently borne by the LAN Administrator whilst increasing the Unit capacity to disperse information and also improve or introduce the websites as we have discussed.

Our observations and comments from senior staff indicate that no further additional staff inputs are envisaged. There may be the need for another driver but we are ambiguous about this and leave it for the Management Unit to decide.

During the presentation of the Aide Mémoire we were informed that the Heads of the Epidemiological and Information and Communications Units would be absorbed in to the AU/IBAR permanent structure. We would consider this a very logical and positive step not only because they will carry important skills with them but they are very competent professionals. In this situation we assume that they will continue to play a full part in the PACE work programmes until the end of the project.

The GSP and action plans of PACE to completion do not show any reduction in activities. The opposite is the case. Work will be quite intense if the targets are to be realized. We therefore see no immediate reduction in staff but produce an indicative bar chart below with some notes to explain our thinking. It will not be until well into 2006 until the situation will become more transparent and we see no need for change until then. These projections do not consider staff failing in their tasks and should this occur they should be given proper warning and if need be relieved of their tasks.

The 10th AC meeting notes that GTZ recruited staff contracts should be examined with the intension of promulgation. Much will depend on the finance available but we identify key positions which we consider should be prolonged. In this instance in the bar chart we have in mind the supervision of the national programmes and assistance to retire work plans.

Length of staff contracts will also be dependant on availability of finance which we have been unable to source at this time.

Position	DATE					
	06-07 2005	09-12 2005	01-06 2006	07-09 2006	10-12 2006	01-02 2007
PC						
MTA						
Finance Staff						
Contract Fin. Staff						
HoUs Tech						
Reg Coord. WA						
Accountant WA						
Reg. Coord. EA						
TAs WA						
Admin officer						
Secretaty 1						
Secretary 2						
Secretary 3						
Desktop officer						
Lan Administator						
Webmaster						
Driver						
Messenger 1						
Messenger 2						
Bamako group 1						
Bamako group 2						

Notes:

The PC, Finance staff, 2 tech. HoUs supported by a secretary and driver will carry the project through till closure. The additional contract accountant can hand over to present staff as can the WA accountant. The Main TA and regional TAs will require to support the centre and the national programmes. Country TAs in WA can handover to the Reg.Coordinator, The admin officer can hand over to the AU/IBAR HR officer. Webmaster still to be recruited and short term. Support staff can be phased out as staff reduces. Bamako should split their staff complement and reduce by half in June 2006

5.4 Salaries and Benefits

Salaries are an area of contradiction and disagreement and it is doubtful if they can be resolved to everybody's satisfaction at this late date.

AU/IBAR permanent staff are recruited through an institutional process conducted by the head quarters of the organization in Addis Ababa. Recruitment of project (PACE) international contract staff was made directly by IBAR, mainly experts from African States again through a transparent recruitment process. These are correctly referred to as project international staff.

A second route was and is the recruitment of international staff through separate agreements (earlier including international agencies) or presently more through agreements with institutions and companies e.g. FAO⁷, CIRAD⁸ or GTZ⁹ funded in most instances by the EC.

⁷ Food and Agricultural Organization of the UN

Salaries and benefits for staff local and international recruited by AU/IBAR are paid from PACE work plans whereas those recruited by outside agencies are paid directly from the agency concerned. Both the local and international PACE staff salaries and allowances are paid according to AU/IBAR salary scales (confirmation letter of Ag Director dated 22 August 2002) fixed by rates formulated in US \$ at their headquarters in Addis Ababa.

There are therefore three different status levels of staff working on the project and this has caused serious problems such as the length of contracts and indeed payment of salaries for local and international PACE staff if work plans are delayed.

We have noted the comments in the auditors report and have no disagreement with the levels of remuneration of the PACE international staff recruited from outside Kenya. These approximate to the skills and experience required for such responsibilities. We have however comments to make on the auditors observations on the level of payments made to local staff. (Note the comments in the draft report Management Control audit-finding finding No 18 salaries and wages paid to local staff of PACE PCU were five to six times higher than comparable local salaries).

We have to agree with the auditor that these salary scales gives rise to serious discrepancies when compared to local market rates and indeed to other international organizations and embassies operating in Nairobi whom most we believe apply local rates plus a normally handsome top up for quality staff. **It is also very pertinent to recall that PACE is a PROJECT not a representative office of AU/IBAR.** A further anomaly appears to be that PACE staff also appear to enjoy tax free status. Neither has AU/IBAR been consistent within its remit as we understand that staff of the recently EC funded FITCA project were paid at local salary rates which caused much resentment. In addition to the auditors comments we carried out our own small survey which, whilst perhaps not statistically sound, provides sufficient information which appears to confirm at least in part the auditor's findings in the staff categories we have discussed above.

In Kshs incl. benefits and no tax deducted (a) equivalent to executive secretary on survey scales

	National Salary Survey-All sectors 2003	PACE WP/CE No.6	NGOs	FITCA	Sample International Organizations 2005
Position					
Financial Controller	208,472	Not Applicable	107,436	N/A	
Accountant	89,620	258,403	94,656	85,000	100,000
Administrative Assistant (a)	102,357	173,451	86,504	N/A	100,000
Senior Secretary	79,122	123,000	N/A	N/A	55,000

⁸ Centre Coopération Internationale en Recherche Agronomique pour le Développement

⁹ German Technical Assistance

The figures from the national salary survey include the private sector and will have increased slightly since 2003

The consultants are not privy to AU/IBAR decision making on this issue and of course it is not our business to comment on the policy of paying local project staff who are naturally keen to embrace the AU/IBAR scales as they benefit very substantially. Neither is it unusual for external agencies to pay premium rates but in this instance the differentiation appears excessive particularly when considering these salaries are paid free of local taxes.

What we do believe that it is questionable to require the EC to continue to pay local project staff at these levels which we would surmise far exceeds their own local staff remuneration. They have agreed to these levels of remuneration in the past plus a 15% increment in 2002, which according to the audit report (audit finding no. 4) was applied in such a way that it created awards of between 18-36%. We do not consider that AU/IBAR have played fair in this instance. Although the EC confirmed by letter of 15 May 2003 that they would consider AU/IBAR salary increases in future they declined to finance any step increases in Work programmes (WPs) 3 and 4. They may wish to review their position for the forthcoming work plan due in August 2005.

We do not dispute that in general terms the AU/IBAR rates and conditions of service as presented to us have been followed. This is AU/IBAR business. In the case of the accountant we have noted that his remuneration appears to have risen from his starting salary of Kshs 120,000 per month in January 2000 to the figure of Kshs 258,403 now. In addition he has moved to the professional grades in March 2000 almost three years before he qualified as an accountant.

In the case of the Administrative Assistant her starting salary has risen from 100,000 kshs at the start of 2001 to Kshs 173,451 today.

We have no records for the starting points of the secretarial salaries but present levels are very high and the auditor rightly notes that some necessary skills are absent.

Such levels of remuneration are evident across the board in the salary structure. We have to note also that personnel files supplied to us show no review or arbitration procedures for the award of salary increases although they may be available elsewhere. For example on March 31st 2000 four months after accepting the position the accountant was promoted with a salary increase of 48%. We found no deliberation on the award in his personal file.

There is an obvious need to regularize the system of establishing salary levels and promotion awards. We suggest that this is an immediate function of the management committee.

Benefits

All present employment contracts have a statement that indicates a PACE staff contribution to a medical and pension scheme. The staff members are asked to source their own medical and pension management providers and communicate their results to the employer within three months.

This practice is very risky in that some people may not see the necessity of such an arrangement and they would spend their pension and medical allowances on something else. In addition, it is good practice for an organization to have a well thought medical scheme with eligibility criteria for different levels of staff and arrangements with selected health service providers where corporate accounts are maintained. While this would engender a positive and professional corporate image it would also ensure high standards and discipline among staff. It would also enhance the morale of staff to know that they could be attended to at designated hospitals as employees of the project.

But we understand that the current practice is in line with AU Rules and Regulations which allow staff to make their own arrangements.

There has been debate over payment of gratuities to staff. Firstly we are not clear if Kenyan employment law applies as PACE staff are governed by AU rules and regulations. As they pay no local taxes it is logical to assume that they are considered apart from local regulations. Whatever be the case the payment of a pension allowance should absolve the employer from any further terminal commitments. It should also be noted that reference to AU/IBAR scales of employment was only introduced in the letters of appointment dated 31 May 2001. In the consultants experience a gratuity is paid as an incentive to compensate for the absence of a pension. We have no experience of both being paid to employees on the completion of a period of employment.

5.5 Transfer of Skills to AU/IBAR

Of all the issues that have to be well planned and continuously supervised during the project completion period is the transfer of skills and knowledge acquired during the PACE programme to AU/IBAR. With the PC already a permanent staff member and the recent announcement that the heads of the two technical units will also become part of the permanent staff sound foundations are now in place for this to be done.

A recent review of AU/IBAR staffing would seem to imply an increase in staff numbers. Indeed two new staff members appear to have recently arrived to fill finance and human relations positions. We also understand that consideration is being given to providing staff to support the trade and marketing function a role PACE has not played in the past. This is an important issue and one where information could be gathered for AU/IBAR through present national connections.

In discussions with the Director the consultants were informed that there were no plans to absorb any further PACE staff into IBAR. Whilst some positions in the field of economics for example would be advertised there would be no further absorption carried out.

There exists a high level of skills particularly in the information and communication group and future use of these skills warrants further consideration particularly with the need for dissemination of information to member states.

A part of the exit strategy will be the transfer knowledge and skills to AU/IBAR, financial information in particular will require careful handling and we would suggest that this should start immediately with the relevant financial staff holding regular meetings to share information. In particular the status of the national programmes must be carefully documented.

Stripping down the objective and purpose of PACE into simple language - it aims to support and coordinate countries to implement their own programmes under a common umbrella of objectives. Follow up is primarily the responsibility of the countries concerned. We will assume that AU/IBAR will develop its own strategy to provide support to these efforts. The absorption of the two PACE senior staff members plus the experience of the PC will go a long way to kick start the animal health strategies.

As we have noted above staff matters in PACE are in some disarray. These may not be solved overnight and the responsible Human Resources staff member in AU/IBAR would do well to familiarize him/herself with the situation by liaising closely with the administrative assistant in PACE.

6. OBSERVATIONS CONCLUSIONS AND RECOMMENDATIONS

These summarize the discussions in the text above but do not necessarily embrace all issues.

	Observations	Conclusions and Recommendations
1	<p>PACE is a large, complex and difficult programme to direct and manage. The mixture of staff and style of management coupled to the EC deconcentration programme has caused problems. This is an evaluation at PCU level but it is at country level where success can be clearly seen.</p>	<p>It is now time to put the disagreements of the past behind and for stakeholders to move forward and fully utilize the available time to complete a successful programme. The consultants are firmly convinced that there is now the good will and climate for this to be done. The EC have because of circumstances involved themselves in project micro management and acknowledge now is the time to withdraw. There is a need to boost capacity in areas such as financial management and introduce regular meetings between project management and EC delegation officials. At project level a management group of heads of units should be formalized to assist the PC in his tasks. Meetings should be convened between the new Director of AU-IBAR and the EC to debate future strategies and constraints that may cause difficulties in implementation before and during presentation of the next WP.</p>
2	<p>There are time pressures as the implementation of the extension phase is already suffering time slippage</p>	<p>It is recommended that no major amendments are made in the present WP/CE No. 6 but that it is extended for a further two months to allow for EC/RAO/PACE detailed discussions on the contents and costs of the first extension WP/CE. This would also allow the Regional Authorizing Officer, RAO (AU-IBAR Director) to liaise even more closely with the EC delegation. Approximately 6 months of implementation time has been lost at</p>

		extension start up due to differences between the EC and AU-IBAR. The wording of the project rider no.1 is rigid and allows for no extension. The loss of time should be remembered in case the situation changes. Throughout the implementation it has to be recalled that this, in the time remaining, is an exit phase
3	The consultants have studied staff files, interviewed each staff member, except one in Nairobi, and 6 senior staff from Bamako in an attempt to ascertain job qualifications, personal capacity and capability	In our opinion with minor covenants, staff are qualified and capable of carrying out their functions in the PACE extension phase. Technical staff, in particular, have proven themselves well whereas administrative staff will have to be reorganized. An excellent start has been made by the Administrative Staff Unit Reform working group (ASU) see point 10
4	There is an acute shortage of accounting staff particularly in relation to the needs of the national projects. If work plans are not closed funds cannot be transferred for further use.	We suggest the recruitment of an additional accountant as soon as possible (see section 5.3). It is understood action has already been taken and provision has been made for this post in the budget for WP no. 7
5	Since start up the project has been subject to short term work plans causing uncertainty and delays. There would be enormous management benefits from a longer term WP	The first WP of the extension phase due 01 August (WP no. 7) should have a long life and if possible carry through till the end of the programme subject to regular review. This would save both EC and PACE enormous time and energy.
6	The current organigramme is a static and vertical structure. It does not show adequate links and connections.	A new organigramme should be considered to signify a new AU/IBAR role and indicating that in the extension phase countries have priority of information. (See section 3). Information should flow down through management levels to the technical units and on to the 30 countries concerned. We understand the formation of a new Communication and Information unit is still being discussed but believe that this is the way forward. There has to be close cooperation between the 2 technical units and the east and west African regional offices. A decision on the shape of PACE H/Q and the regional offices is required immediately
7	There has been a dichotomy of management between AU/IBAR and PACE resulting in a lack of management clarity and responsibility. This	A staff memo from the Director of IBAR acting also in his capacity of RAO should be sent to all PACE staff informing them that the PACE PC has the responsibility for all project matters and the support of the Director in the

	has diluted management efficiency and questioned the responsibilities of the Programme Coordinator as well as taking up much of the previous Director's time	execution of his duties. This message could also be delivered verbally at a staff gathering. This should be proposed to the director by the PC and HoUs as soon as possible
8	Coupled to observation 7, Questions (many without substance) have been raised over the strength and direction of the existing PACE management. We have noted that at times the PC has been required to perform 4 separate functions for IBAR and had to operate previously under the constant direction of the previous director. We consider that in such circumstances he was unable to maximize his true potential.	More than at any other time PACE needs powerful leadership and given firm directions. The PC has to grasp this opportunity to lead and control the programme even although it may require unpopular decisions. To support him we recommend a formally constituted Management Unit of the Heads of Units who will meet regularly to take and support joint decisions. This is shown in the proposed project organigramme. The regional coordinators should be co-opted when required.
9	The consultants have examined the Global Strategic Plan, the partly completed action plans and the opinions of the Advisory Committee and see a full work programme ahead.	The size and scope of the programme does not warrant any staff redundancies at the present time although the situation should be kept under review. In addition to another accountant there is the need of a webmaster in the Information and Communication Unit and constant review of the needs of the Administrative officer. The need for a new EA coordinator is recognized if the incumbent moves to the position of main TA
10	Problems exist in the administrative support unit. The Administrative Assistant is struggling to control a difficult situation and is under criticism from her junior staff. Unit functions and responsibilities are not clear	The recommendations of the ASU (see section 4.3 and point 3 above) should be implemented immediately with two further provisos. Secretarial staff are physically relocated and all are given new job descriptions. The functions of the Administrative Officer should not change but some of her functions should be delegated to the secretaries functions.
11	Job descriptions have not been reviewed since project start up in most instances	This should be done immediately for all staff with HoUs taking a lead as described in the text. The structure of the samples provided in Annex 7.3 should be utilized
12	The Financial Controller has a crucial role to play in the exit phase of the project. He, through experience also has much to offer in the way of skills coupled to financial management	His job description should be changed to reflect the delivery of these extra skills. The consultants have presented a new JD in Annex 7.3 which is more in line with what we consider is required. He already as we observed is fulfilling this role and this should be regularized by AU-IBAR and the EC as

		soon as possible.
13	Skills of the bilingual secretaries are questioned in the auditors draft report. Our investigations appear to justify the comment but we note that they have other skills whilst conceding that they were recruited as bi-lingual secretaries and paid as such.	These ladies are very well paid for the services that they bring to the project. If their language skills are not consistent with demands they should compensate for this by assuming additional duties which can be discussed during the reorganization proposed for the administrative staff.
14	Audit control finding number 5 (budget over runs) in particular are a cause for concern	We highlight this as we believe it falls under our management review remit. It is the responsibility of PACE management to investigate the cause of these over runs.
15	The audit report and our own investigations raises serious questions over the level of the salaries paid to local staff. What AU/IBAR pay project staff is their own concern as well as the privileges they offer. We do believe however that it is not acceptable to ask the donor to pay what we consider is inflated rates.	AU-IBAR conditions of service for locally employed staff are their prerogative albeit that we consider the rates extremely high in relation to other comparable rates particularly in relation to the local staff tax status. The donor has questioned these levels of payments in consultation with the consultants and requested and indicated that it is in our remit to comment. We have thus commented in the text of the report. Any proposed further increases in local staff salary levels may well be questioned by the EC when the WP plan is presented. The Director of AU/IBAR should examine these levels of payments and meet quickly with the EC to clarify whether or not they will accept salary increases in WP no 7 as a matter of urgency. We would recommend status quo and no further salary increases be awarded to local staff during the remainder of the project life.
16	Local staff pay no taxes on their salaries. Such privileges are in our experience normally granted to international and diplomatic staff	The question is simple and separate from the question of remuneration. Do the agreements between AU-IBAR and the Kenyan Govt. accept or not that local Kenyan local staff pay any taxes? The advice we received during the mission cast serious doubt on the present practice. We would therefore suggest that the Director AU/IBAR and PACE Management seek professional advice on this matter
17	Included in their salary package local staff have allowances for medical and pension contributions. Regulations of AU/IBAR do not insist on group schemes	Whilst we do not accept this as best practice, at this late stage we see no advantage of disturbing the status quo. If however staff are being paid a pension allowance there is in our opinion no justification of claims for gratuity or severance allowance at the end of their employment.

18	<p>The high level of local salaries causes concern but equally important there appears from documentation available to the consultants to have been no transparent system in place for deciding on the level and award of salary increases in the past. With the introduction of AU/IBAR salary scales in May 2001 some order seems to have been restored.</p>	<p>In view of the accounts queries and our own observations the Director AU/IBAR should familiarize himself with the present salary levels and enquire from the PC and the accountant, as the corporate project corporate memory, how salary levels were agreed and increases awarded. Our observation is that these salary levels and increases mainly fell under the signature of the previous acting Director.</p>
19	<p>There has been no main TA in position for over 7 months another problem for the PC.</p>	<p>This position should be filled as soon as possible.</p>
20	<p>We have noticed that the Bamako Unit being geographically some distance apart from PACE Head Quarters is sometimes identified as a separate management entity. Not so, it should have the same status as the East African Unit and be considered a regional PACE office. Its future however we feel warrants further discussion.</p>	<p>Although Rinderpest may be more prevalent on the eastern side of the continent other diseases are widespread and proper surveillance is still required. Conversely Bamako regional office supervises 20 of the 30 PACE operational countries. We are also informed that the AU has or will have an office in Bamako and therefore suggest that consideration is given before project completion to absorbing a staff member either contractually or on a staff basis into this office.</p>
21	<p>Consolidated action plans still have to be produced following the Nyeri workshop. Most senior staff departed for an OIE meeting in Paris shortly after the closure of the workshop</p>	<p>Early completion of the action plans should have been given priority and it is questioned if so many PACE staff have to attend such gatherings or representatives could not be chosen on a rotational basis. The EC should provide a global allocation for attendance at such gatherings and the PC be given the choice of who should attend.</p>
22	<p>There has been no policy committee meeting held for some time and there is talk of another in the near future. With an efficient AC in place should funds not be used to support further AC contact?</p>	<p>We believe that there would be greater added value in using these funds in another way but there is a strong feeling in PACE that the convening of such a meeting would assist their exit strategy and future national promotion of the programme. We doubt this but the decision is with the PC and the RAO.</p>
23	<p>The contract extension notes "all new contracts will be awarded in accordance with the rules and procedures of the source of funds (7th, 8th or 9th EDF)".</p>	<p>We would suggest that this is carefully checked out by the EC and the project advised at an early date as there have been incidences where the 9th EDF rules have been applied overall. Regional coordinators should also check the procedures that will be applied in the relevant countries.</p>

24	<p>Regional coordination units do monitor country progress but there is no consolidated internal monitoring system in place at PACE. The Financial Controller reports quarterly and heads of units issue regular reports and comments on achievements. An evaluation is planned before the end of the programme but this would be enhanced considerably by monitoring country progress from now until then.</p>	<p>Regional TAs should work towards putting such a consolidated system in place but also in the past use has been made of the centrally based EC external monitoring unit and we suggest that a formal approach is made through the EC delegation for their services on a structured basis from now until the time of the evaluation. This will help to present a much larger picture.</p>
25	<p>International TAs are there to support and transfer skills to the programme. Their efficiency has to be assured.</p>	<p>These TAS are operational at HQ, and regional level. Provision is made through direct recruitment, through aid assistance and through a service contract managed by GTZ. International TAs in the PACE HQ produce regular reports and will (or should) have targets under the action plan. Regional TAs must also provide targets and work plans alongside regular reports for the PC.</p>
26	<p>The log frame matrix attached to Rider no 1 was presented in an updated version at the workshop but would benefit from further fine tuning. It does not reflect EC terminology which should refer to a project purpose not a specific objective. Also results are in some instances reflected as activities. Sources of verification (not information) could be more descriptive and precise.</p>	<p>We would suggest that this revised log frame be attached to the combined action plan or at the latest WP no. 7</p>
27	<p>Project salaries were not paid for the month of February due to no WP being in place although through considerable delegation effort three months were paid</p>	<p>One further effort should be made to find a way to make this payment.</p>

The consultants have noted the past disagreements and differences of opinions that characterized EC/PACE relationships. Whilst sometimes of a management nature they also resulted from regulations that had to be applied by EC staff. Of late it is clear that there is a much better mutual understanding of each others role and responsibilities. Open discussion at the workshop clearly led to an appreciation of each party's aspirations and constraints. We would reiterate our proposal above that the two month

extension period of the existing work plan be the time to consolidate this understanding and give the delegation full confidence in the present management. There is also the opportunity of early and regular dialogue between the parties to discuss and resolve any differences of opinion.

Such an approach can only benefit both stakeholders.

ANNEX 1

TERMS OF REFERENCE

Terms of reference for an evaluation of PACE staff competencies, the management structure, management systems and the working relations.

A. BACKGROUND

A.1. The Project

The Pan-African Programme for the Control of Epizootics (PACE) is a major, European Union funded, development programme in the field of animal health in Africa. It aims at building upon the headway made in the campaign against rinderpest in order to establish lower-cost national and continental epidemiological surveillance networks for the main animal diseases, provides the countries with the capacities needed to organise economically and technically justified control programmes and develop effective and sustainable distribution of veterinary products and services.

The five-year PACE programme, which started in 1999, is covering 30 sub-Saharan Africa countries and is implemented by the Inter-African Bureau for Animal Resources (IBAR) of the African Union (AU). The programme includes national operations planned and implemented in each country, sub-regional and regional support and co-ordination units.

In order to achieve the programme objectives, an extension of the validity of the Financing Agreement between the European Commission and the African Union has been granted for two more years, starting in October 2004, with an increase of the budget by 5 million Euro, bringing the total overall budget to a ceiling of 77 million Euro.

A.2 Objectives of the extension phase

The overall objective of the programme is to relieve the poverty of those involved in the livestock- farming sector in Africa by the improving animal productivity, trade and food security.

The specific objectives of the two years extension of the PACE programme include:

- Eradication of rinderpest and control of other epizootics diseases
- Strengthening of surveillance systems to support policy formulation for the control of major epizootics and better access to global livestock markets.

It is projected that considerable results will be achieved during the two years extension of PACE. The current PACE extension will build on the achievements made during the five years in the following areas:

- Establish cost-effective national and continental epidemiological surveillance networks for the main animal diseases.
- Provide the countries with the capacities needed to organise economically and technically justified control programmes.

- Setting up of a permanent information and reference centre on the status of animal diseases and the characteristics of the livestock sector in Africa.
- Eradicate rinderpest from Africa and ensure a greater control over other epizootic diseases, in particular contagious bovine pleuropneumonia (CBPP).

A.3. Staff and management evaluation

Given the importance of the project for the African continent, the expectations towards the project on delivery of the envisaged objectives are very high. The extension period must therefore be managed in the best possible manner in order to achieve the goals set out for its final period. Moreover because of the fact that the start-up of the extension period was delayed due to a number of administrative and managerial constraints.

Optimal effectiveness and efficiency of the PACE management structure within the Coordination office will be required. During earlier evaluation missions, specific recommendations have been made to reorganize the leadership structure, to evaluate the human resource, and review the processes of generating and managing information for results. Another important recurrent issue is the linking of the PACE project with other units within IBAR and other relevant organisations in the intervention field of PACE. The need for development of the long-term vision for PACE and assimilation of PACE aspirations and benefits into the wider IBAR institution has also been highlighted

A crucial issue, specifically put into focus, is the technical competencies and relevant experiences of the PACE staffing. Central to this has been the concern about teamwork between the various units providing common services and the staff seconded by external organizations providing technical support to PACE.

The EC Lead Delegation, Kenya has negotiated with AU/IBAR/PACE that the above issues need to be addressed early in the extension period if the project wants to be successful. The EC and the AU/IBAR also agreed to make the review of the management structure as a condition for further funding of the programme. The EC notes that some of the issues were already addressed in the transitional phase towards the start of the extension. To complete the ongoing process, and especially focusing on the effort to rationalize staffing and related costs in the final phase of the programme, it is proposed to conduct a staff appraisal of the project, seek advice on the present structure, management systems and ways to optimise working relationship between the project and the donor.

B. INTERVENTION

B.1. Objectives

- a) To evaluate competencies of current staff and their capacities to carry through the final and most critical part of the programme. The staff appraisal must focus on the evaluation of the capacity of the present team, and advice whether or not additional capacity or replacement capacity is required to meet the demanding tasks. Advice is also sought in relation to the applied human resource policies.

- b) Evaluate the organizational structure that will deliver the agreed results in the time provided. This is part of the exit strategy and should be realistic, with the objective of assimilating the structure into IBAR.
- c) Evaluate and advise on the management systems in place.
- d) Evaluate and advise whether the working relationship between the project, IBAR, other relevant organisations and the donor can be improved.

B.2. Outcomes

a) To evaluate competencies of current staff, their capacities to carry through the final and most critical part of the programme and the overall HR policies applied.

- Evaluation of individual relevant skills and capacities.
- Goal setting for each of the staff in order to achieve the remaining objectives
- Recommendations on the need for additional or replacement staff and the recruitment method.
- Advice on salary and staff benefit policies.
- Define immediate learning and training needs for staff.
- Proposal for staff composition for the extension period (rationalisation).
- Based on specialised, general or personal skills of individual staff members, provide recommendations on what staff members would be beneficial for IBAR to recruit.

b) Inform about an optimal organisational structure for PACE. This should include management, technical and administrative structures required for optimal PACE implementation during the extension period.

- Evaluation of the strengths and weaknesses of the present structure. This should specifically address the relationships with IBAR as the lead institution and the EC as donor.
- Recommendations and lay-out for an optimal PACE structure for the extension period.

c) Advice on managerial systems for optimal PACE implementation, with a specific focus on staff management.

An assessment of the following management systems operated by PACE and recommendations on possible improvements:

- General management systems: *Strategic management, communication, missions, meetings, office management etc.*
- Staff management systems: *Recruitment, administration, performance, motivation and reward systems etc.*
- Project management systems: *Monitoring and Evaluation, planning and budgeting processes, overall environment for project implementation etc.*

d) Evaluate the relationship between the project, IBAR, other relevant organisations and the donor and advise on how working methods can possibly be improved.

- *Evaluation of the roles and responsibilities of the different partners, IBAR, PACE and EC, especially in relation to the overall management of the project.*
- *Evaluation of the communication systems applied among the different parties.*
- *Recommendations on possible optimisation of the working relationship between the different parties.*

B.3 Timeframe and co-ordination

The evaluation should take place as soon as possible and take not longer than 2 weeks, the co-ordinator of the PACE project will also operate as the contact person for the project during the evaluation. The rural development advisor in the EC Delegation will operate as the contact person for the donor.

B.4 Reporting

At the end of the evaluation, the consultants will present a first draft report that will present to AU-IBAR-PACE and the EC Commission in Nairobi. Relevant comments from the two institutions will be incorporated in the final report.

The draft- and final reports will be comprehensive but concise and will not exceed 25 pages, including executive summary of no more than 4 pages. The final report with all recommendations should be submitted by the 25th of May latest.

The annexes will include:

- Methodology applied for the evaluations, with reference to advised literature and documents.
- List of persons and organisations consulted.
- Results of the evaluations of the individual staff members.
- A model for the PACE management structure.
- Four Hard copies of the draft and final reports
- Others as may be advised during the evaluation.
- Reference to relevant literature on the subject evaluated.

All correspondence, communications and report will be in English.

C. QUALIFICATIONS AND RECRUITMENT OF THE CONSULTANTS

It is deemed necessary to recruit two consultants for this exercise; they will share between themselves the following expertise and experience.

1. Have extensive experience in staff evaluation.
2. Have proven practical skills in organisational development (OD).
3. Have very good insight in project management systems and theory, specifically in relation to monitoring of activities, finances and organisational performance.
4. Knowledge of the EC management systems in relation to development assistance and the ERF procedures.

The lead consultant will have a relevant university degree and practical working experience, preferably in Human Resource Management (HRM) of at least 10 years. The second consultant will have at least working experience of 5 years.

The recruitment of the consultants will be done upon evaluation of the CV's and their proposed methodology. Mutual consent between the EC Delegation in Nairobi and the PACE project.

ANNEX 2

**STAFF AND EXTERNAL
QUESTIONNAIRES**

PREVIEW
QUESTIONNAIRE

Name	
Position	
Duty Station	
Qualifications	
Report to	
Supervises (who)	
Present contract (beginning/end)	
Type of contract e.g. IBAR, External Agency....	
Function (Key responsibilities)	
When was your job description reviewed last?	
Do you think it needs to be changed?	
If so, in what areas?	
How do you perceive your position in the future IBAR role?	
How does the current organization of PACE/IBAR hinder/facilitate your work?	
What improvements, if any, would you recommend?	
Make any other comments/suggestions	

External Survey – Sample Questionnaire

Dear

A study is presently being conducted under the auspices of the EC lead delegation in Nairobi and the PACE programme management unit to evaluate the pace staff competencies, the management system and the working relations.

To enhance the value of this study we would appreciate your opinions on the personnel and services that have been provided to you by PACE regional staff and the structure itself. Please assist by responding to the following short questions.

1. Have working relations between yourself, your staff and the PACE staff been cordial and professional?
2. Is there any further assistance that you consider should be provided by the PACE staff?
3. Are the present PACE management systems adequate for your needs?
4. Would you structure the programme in a different way, e.g. give the programme a greater National identity?
5. The PACE programme funded by the EC will end in October 2006. Do you see a need for a continued AU - IBAR (parent body of PACE) in the region?. If so in what way?

Your response to these queries will greatly assist us in our work and I thank you for your assistance. A response by the 18 May would be appreciated.

Sincerely

ANNEX 3
JOB DESCRIPTIONS

JOB DESCRIPTION

- Title:** **Finance Manager** for Pan African Programme for the Control of Epizootic Diseases (PACE) funded by the European Union
- Based at:** Project Coordinating Unit (PCU) Nairobi
- Reports to:** PACE Coordinator (PC)
- Job Purpose:** To manage and control the financial strategy and planning, monitoring, management and reporting, including management and development of policies, systems, processes and personnel involved of PACE at a coordination and national level. Regularly report to the PC and through him to the Regional Authorizing Officer (RAO)
- Supervises;** Accounts Unit Staff

The Finance Manager (FM) will act both in an executive and advisory capacity to the Director of the PACE programme and in an advisory capacity to the RAO. He will form part of the project management Unit group to work alongside the PC for management of the programme where he will contribute to strategic planning and development as a member of this executive team. He will liaise closely with his counterpart in AU/IBAR. His duties will include management and support to PACE H/Q in Nairobi and the regional office in Bamako. He will support and advise national staff on financial matters related to their component and the PC and RAO on all financial issues

In Relation to the PCU in Nairobi he will carry out the following duties

- Preparation of new programme estimates and addendums
- Supervision of accounting procedures
- Carry out market surveys for any purchases required incl. air travel
- Make relevant financial and cost analysis and assist with economic analysis for proposed disease control interventions
- For management make regular internal and external financial reporting
- Execute regular internal audits
- Ensure supervision of execution
- Provide management tools such as a financial manual, (assist with an administrative manual), accounting and control systems, monitoring tools etc.
- Assist EC lead delegation (RDA and FCU) with PACE related financial issues
- Prepare and coordinate external audits
- Prepare and assist for the PACE exit strategy for final closure

In relation to PACE national Components

- gather and process financial information from the national programmes

- gather and provide financial information to allow electronic analysis of control interventions
- Liaise with national coordinators and local delegations in relation to PACE financial issues
- Provide management tools e.g. financial manual related to an administrative manual, Accounting and control systems, monitoring tools etc.
- Provide implementation support through EC guidelines
- Regularly support missions to assist with financial execution and building capacity in order to ensure sustainability of PACE contributions
- Assist and coordinate closure of work plans and de commitments
- Assist national coordinators, accountants and local delegations with the preparation of audits and assist with the carrying out of audit findings and recommendations
- Prepare and assist national components with the closure of the PACE programme

In relation to AU/IBAR

- Provide IBAR with PACE financial information
- Regularly liaise with IBAR finance director to ensure compatibility and prepare for the closure of PACE.
- Provide IBAR with any assistance requested in relation to project finance management
- Provide general capacity building for finance management if required on an ad hoc basis.

JOB DESCRIPTION

Title: Administrative Officer - Pan African Programme for the Control of Epizootic Diseases (PACE) funded by the European Union

Based at: Project Coordinating Unit (PCU) Nairobi

Reports to: PACE Coordinator (PC)

Supervises: Secretarial Staff, Drivers and Messengers. In the case of secretarial staff who will be seconded to units and be responsible to the heads of units for day to day work she will cross check to ensure that they are fulfilling their proper functions

Job Purpose: In relation to the PCU in Nairobi, she will provide efficient administrative and logistics support to all PACE Project Units. Together with the head of units she will prepare the job descriptions of the secretarial staff under their direction (based on the recommendations of the recommendations of the April 2005 task force) and delegate agreed administrative tasks. She will;

1. Support the PC in his management of the project
2. Manage the logistics of the PACE programme including the requisition, purchasing and distribution of stationery, office equipment, air tickets, travellers' cheques for Programme staff in line with PACE requirements.
3. Ensure that a proper office filing system, both electronic and hard copy is in place and is kept up to date. Safely store all original contracts agreements etc.
4. Support the management unit in the design and preparation of an administrative manual. If this is amalgamated with a finance manual work with the finance manager to present the final document.
5. Maintain and inventory of all project assets and accurate stores inventory.
6. Ensure and follow up with Customs & Excise and relevant government departments all matters relating to the import and export of goods and equipment required by the Programme and associated scientists.
7. Ensure that office furniture and fittings are properly maintained, the office is clean and tidy at all times

8. Ensure the efficient management and utilization of office vehicles, including their repair, maintenance and license renewals.
9. Organize venues for conferences/workshops including arranging for catering and accommodation of participants as appropriate
10. Supervises the drivers and messengers and ensures they perform their duties to the highest standards of the programme.
11. Manage and follow up all immigration requirements for staff including visas, work permits and other relevant documentation in line with GOK regulations.
12. Implement an office security system that is comfortable for the personal security of staff and office assets
13. Settle in conjunction with AU/IBAR all protocol and diplomatic issues.
14. Together with the Human resources officer in AU/IBAR manage the HR records and personal requirements of staff including the follow up of staff departure requirements and records. She will advise heads of units in the management of staff
15. Maintain a petty cash system under the direction of the Finance Manager and when required advise on budgets for the administrative unit

The Administrative Officer will be appraised on the efficiency in handling these tasks and that files and records are up to date at all times. Office vehicles and equipment should be in a good state of repair at all times and the offices and desks of the administrative staff are kept in a tidy and work like manner.

At all times she will liaise closely with the Human resources officer of AU/IBAR as staff contracts were issued through the AU/IBAR office and these will have to be attended to on project closure.

ANNEX 4

LIST OF PERSONS CONSULTED

LIST OF PERSONS CONSULTED DURING MISSION

EU-IBAR

Dr. Modibo Tiémoko Traoré
Director

Dr. René Bessin
Ag. Chief Animal Health Officer and PACE Coordinator

EC DELEGATION

Mr. Otto Moller
Rural Development Advisor

Mr. William Baserecha Were
Finance and Administration Assistant

Mr. David Mwangi Njuru
Programme Officer

PACE PROGRAMME

Dr. Berhanu Bedane
Data Management Officer

Dr. Andrea Massarelli
Regional TA for EA

Mr. Alex Saelaert
Finance Manager

Dr. Patrick Bastiaensen
Regional Technical Assistant
(Sahelian countries) WA

Dr. Nicolas Denormandie
Regional Technical Assistant
(Coastal countries) WA

Dr. Cecile Squarzoni
Veterinary Epidemiologist
Regional Coordination Unit WA

Dr. Bernard Mugenyo
PACE Kenya National Coordinator

Dr. Bouna Alboury Diop
PACE Regional Coordinator for
West and Central Africa

Mr. Dominic Kiarie
Accountant Nairobi H/Q

Dr. Bidjeh Kebkiba
Head of Epidemiology Unit

Dr. Karim Tounkara
Regional Laboratory Expert

Dr. Hanns Krebs
Regional TA for West Africa

Mrs. Youma Ndiaye
Accountant West and Central Africa

Mrs. Rosemary Muriungi
Administrative Assistant

Ms. Shadra Zaid
Secretary

Others

Dr. Daniel Bourzat
Former PACE Lead Technical Advisor

Mr Francis Chabari
GTZ-IS PACE TA Coordinator

Dr Jochen Lohmeier
PACE Workshop Facilitator 11-12 May 05

Mr. Bruce Isaacson
FAO Representative in Kenya

DR. Brian Perry
Senior Scientist

ANNEX 5
LITERATURE REVIEWED

LITERATURE REVIEWED

Consultants Terms of Reference

Appraising Staff - Langdon and Osborne

Human Resources Management Practice – Michael Armstrong

EuropeAid Organigramme

IBAR Organigramme

PACE Organigramme

Final Aide-Mémoire PACE Extension Review

Comments on the Final Aide-Mémoire regarding the PACE extension

Monitoring reports PACE Nairobi

Financing Agreement (FA) between the EC and OAU/IBAR Agreement No. 6125/REG

Proposal for the extension of the FA 01 November 2004 – 28 February 2007

Rider No. 1 to FA 6125/REG and covering letter

PACE Programme 10th Advisory Committee Meeting

Mid Term Review of PACE May 2003

Backstopping mission to the management of the PACE programme Coordination Unit

Global Strategic Plan of the PACE Programme Extension

Functions and Structure of the PACE Administrative and Support Unit

AU- IBAR Conditions of Service and Remuneration for Project Staff, Consultants or other Staff members June 2004

Diplomatic Privileges (Inter-African Bureau of Animal Health Order)

Miscellaneous Staff and Project files

