

World

Strengthening Public Services in the Context of Fragility

What works for strengthening public service training in postconflict environments?

A review of four public sector training institutions in Africa

April 2016

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Acronyms

AAPAM	African Association of Public Administration and Management
ABWA	Association of Accountancy Bodies of West Africa ABWA
ACBF	African Capacity Building Foundation
AMDIN	African Management Development Institute
ASCON	Administrative Staff College of Nigeria
CFRC	Centre Rwandais de Formation des Cadres
CIDA	Canadian International Development Agency
CPIA	Country Policy and Institutional Assessment
CSA	Civil Service Agency
CSCU	Civil Service College Uganda
DCAO	Deputy Chief Administrative Officer
DG	Director General
FCS	Fragile and Conflict-affected States
FMTTP	Financial Management Training Program
GEMAP	Governance and Economic Management Action Plan
GIMPA	Ghana Institute of Management and Public Administration
GIZ	Gesellschaft für Internationale Zusammenarbeit
GNI	Gross National Income
GoO	Government of Ontario
HIDA	Human Resources and Institutional Capacity Development Agency
HRD	Human Resource and Development
IMF	International Monetary Fund
IPA	Institute for Public Administration
IPAM	Institute of Public Administration and Management
IT	Information Technology
LIPA	Liberia Institute of Public Administration
MDA	Ministries, Departments and Agencies
MFDP	The Ministry of Finance & Development Planning
MDI	Management Development Institute
MSCBP	Multi-Sector Capacity-Building Program
MSM	Maastricht School of Management
NCBS	National Capacity Building Secretariat
NGO	Nongovernmental Organization
NSG	National School of Government
NYIPA	New York Institute for Public Administration
PALAMA	South African Public Administration Leadership and Management Academy
PFM	Public financial management
PPCC	Public Procurement and Concession Commission
PPDA	Public Procurement and Disposal of Public Assets Authority
PSCBS	Public Sector Capacity Building Secretariat
PSRP	Public Service Reform Program
RIAM	Rwanda Institute of Administration and Management
RMI	Rwanda Management Institute
TA	Technical Assistance

UL	University of Liberia
ULGSB	University of Liberia Graduate School of Business
UMI	Uganda Management Institute
UNDP	United Nations Development Programme
UNICEF	United Nations Children’s Fund
USAID	U.S. Agency for International Development
WAMDEVI	West African Management Development Institute
WDR	World Development Report
WGI	Worldwide Governance Indicators

Executive Summary

Limited state capacity to carry out core government and service delivery functions poses a major constraint in postconflict countries, especially those with low income levels. There are multiple avenues for strengthening or re-developing overall public service capacity. The purpose of this note is to explore one of these avenues—public sector training institutes—in depth, to better understand its potential, limitations, and opportunities. In principle, such institutes have the potential to provide sustainable, relevant, and recurrent training at a reasonable cost. For these reasons, a number of postconflict countries are seeking to establish or revive public service training institutions, often with development partner support. The focus on public service training institutes in this note is not intended to imply that classroom-based training is the only or necessarily best mechanism for improving public sector performance; rather, the intention is to take a close look at the potential and limitations of this particular mechanism.

With regard to scope, the research carried out for this note primarily focuses on developing a detailed understanding of how civil service institutes are established and function, and to reflect on available information about their impact. The selection of case study countries and institutes was targeted to deliver comparative insights into what is achievable in low-income postconflict context. This note synthesizes the findings from case studies covering three countries and four public service training institutes: Rwanda (Rwanda Management Institute [RMI]); Uganda (Civil Service College Uganda [CSCU]); and Liberia (Liberia Institute of Public Administration [LIPA] and the Financial Management Training Program [FMTP]). Methodologically, the note is based on in-country interviews and data collection focused around the respective institutes of public service training, as well as a desk-based review of data and relevant secondary sources.

Public sector training efforts are one among a number of variables that are expected to be relevant to building public sector capacity. The overall ‘ecosystem’ of factors include the recruitment function (decisions about who from the general pool of available civil servants applies for and is selected into public employment), pay, and also on-the-job experience. Furthermore, the institutional context, the availability of non-salary resources (for operating costs and investments), and crucially, organizational and management factors (the level of performance that is expected and whether civil servants are motivated to perform the tasks and duties assigned) also matter. Training most often comes into play after recruitment decisions are made, but can also take the form of pre-service induction or selection into the civil service through special training programs.

As explored in Section 3, the overall country context with regard to levels of general education and initial government effectiveness are challenging in low-income postconflict environments. Uganda, Rwanda, and Liberia are low income, but have seen rising per capita incomes since the respective end of conflicts. The level of aid dependency has been particularly high in Liberia and lowest for Uganda. With regard to educational enrollment and attainment,

Rwanda and Uganda have literacy rates above the regional average for Sub-Saharan Africa, while Liberia's rates have been below. Across headline indicators of government effectiveness, Rwanda performs best and shows a steady or increasing trend; Uganda started at a level similar to Rwanda in the mid-2000s, but is since seen as having declined somewhat; and Liberia is rated as having the least public sector quality/effectiveness, with recently increased ratings for budget management dimensions of the Country Policy and Institutional Assessment (CPIA). The size of the civil service relative to the total population is relatively similar across all three countries.

The general policy rationale for establishing institutes of public service has been to improve national public sector capacity; while a key choice involves investing in longer and more in-depth or shorter-term training. Section 4 highlights the distinction between programs that are focused on delivering short in-service training courses to civil servants across government and those that aim to build capacity through longer degree programs related to specific core government functions. FMTP has entirely focused on longer-term courses to develop a missing cadre of accounting and procurement professionals for Liberia; while RMI has offered short as well as half- and full-year courses, with the latter being delivered by external partners. At the opposite end of the spectrum, CSCU has so far focused exclusively on short-term, job-specific courses, and has most systematically sought to reach subnational civil servants in a context of significant decentralization.

Management and funding arrangements have been crucial; while facilities vary across cases and over time. With the exception of LIPA, each institute sits under a government ministry. Formally, each has a director who manages day-to-day operations and each has a dedicated campus. One interesting aspect is that facilities vary with regard to scale and not every institute relies solely on its campus to deliver courses: the CSCU 'caravan' (equipped bus) traveled to cities across the country, particularly to remote locations, to offer core courses and train subnational public officers prior to the completion of the college's facilities; and this approach has been continued. The institutes studied receive funding from a variety of sources, which include allocations from the national budget, revenue from fee-based services, and grants or loans from development partners. With the exception of FMTP, all institutes faced some challenges to raise sufficient funds to fulfill their mandates.

Regional and international partnerships play an important role. All of the schools studied have ongoing relationships with domestic institutions and additionally with external organizations. FMTP has been fully externally funded, with the intention to transition the program into a department at the national university in future. Regionally, it has been linked to the Association of Accountancy Bodies of West Africa (ABWA) for curriculum development and the award of certificates. RMI has had partnerships with Maastricht University (Maastricht School of Management [MSM]), as well as with institutes in South Africa and in Korea. CSCU was assisted in its curriculum development by the Ontario Public Service and the Institute of Public Administration of Canada (with funding from the Canadian International Development Agency

[CIDA]).

To deliver training, a mix of some permanent staff with consultants recruited from the public sectors has worked well. With regard to staff, a key theme across the three wider-reaching institutes (LIPA, CSCU, RMI) is that staffing plans envision a higher number of core administrative and management employees than are actually in place. With regard to faculty, both CSCU and RMI hire short-term staff but from different pools (experienced civil servants versus consultants), and with different impacts on the quality of training delivered. In terms of the selection of students, ensuring a good enough ‘match’ between those taking a training is important. By design, the CSCU selection process is less demanding. For RMI, the list of training beneficiaries for RMI’s short courses is drawn from ministries, departments and agencies’ (MDA) training plans and compiled by the National Capacity Building Secretariat (NCBS). For LIPA, Liberia’s Civil Service Agency (CSA) jointly carried out a capacity needs assessment that led to the development of a national training policy that shaped the national civil service training program; while it proved more challenging to collaborate on the identification of specific civil servants for training. FMTP selects its students through a highly competitive process, fitting with its role as a training institution that prepares cohorts for public service.

Information about impact is still very limited and should be a key focus going forward. Section 7 summarizes the information that exists about impact, based on data collected by the institutes, their parent ministries, or development partners, and complemented by in-country interviews. Attribution is noted as a key challenge, given that wider effectiveness of the public sector is driven by a range of factors of variables that must jointly move toward greater capacity.¹ One available indicator across all institutes studied is the number of people trained, measuring the output of the training efforts. In Liberia, LIPA was able to reach 3 percent of the civil service over the course of 6 years; CSCU roughly 1 percent in 2 years; and Rwanda Institute of Administration and Management (RIAM)/RMI 9 percent in 5 years. The relative share of *core* civil servants (setting aside teachers, health workers, and police staff) reached is higher; but still limited. The section also examines more qualitative evidence on the quality of training, including the perceptions of public officers who have been through courses at each school.

Key Cross-Cutting Findings

Based on the granular look at the experience of establishing public service training institutes in three countries that have emerged from conflicts and are seeking to build greater government capacity, the note draws the following insights:

¹ In principle, one might expect that governments that invest in establishing or reviving schools of public service also seek to make complementary efforts at strengthening the public service; however, even if this holds true, resistance may be greater in other areas such as merit-based recruitment or effective performance management. Given the note’s scope, this cannot be examined comprehensively.

- *Public sector training institutes are relatively low-cost.* LIPA, FMTP, and CSCU all cost roughly between US\$1–2 million dollars a year to operate (albeit optimal budgets that would allow further improvements are likely to be in the US\$3–4 million range). This is a rather low-cost investment relative to potential savings on out-of-country training and reliance on technical assistants.
- *Effectiveness of institutes remains as yet uncertain, with some positive indications.* Given that none of the institutes have implemented systematic monitoring and evaluation (M&E) so far, reliably assessing whether they are effective at increasing individual and ultimately institutional capacity is not possible for the time being.
- *Developing sufficient reach is a key challenge.* In Liberia and Uganda, so far, annually only 0.5 percent of civil servants are reached through institute-based training; in Rwanda, the rate has been about 2 percent per year. While not all civil servants need to be reached through training, getting to a ‘critical mass’ requires a significant scale of training.
- *Public sector training efforts are more likely to be well calibrated and have an impact if there is an effective institutional interplay shaping the capacity-building efforts.* While institutes of public service are best at focusing on delivering quality training, this needs to be complemented by efforts at identifying what training is needed and for whom. In Rwanda, the NCBS plays a pivotal role in this regard; and in Uganda the Ministry of Public Service has done so; in Liberia, this complementary link has been weaker.
- *Linking recruitment to in-depth pre-service training is potentially an important avenue towards increasing impact; but in postconflict situations there is also inevitably a need for significant in-service training.* In-depth and short-term training can be combined within one institute, as in the case of RMI; or take more separate forms as in Liberia. Recruiting based on competitive entrance exams can help to select and then grow key staff, but such a system is more demanding to establish. Short-term training has an important role to play given also some of the specific conditions of a postconflict country: staff often come together from very diverse backgrounds—including having spent time abroad or fighting—and ethnic diversity and divisions may need to be addressed.
- *Monitoring of impact requires greater attention and from earlier stages—and this can benefit from targeted development partner support.* As the case studies indicate, there are intentions for better monitoring, but these remain at early stages. Public service institutes or their managing secretariats can be crucial hubs for collecting information about what training has been delivered and which agencies and individuals received

what training—including courses delivered by these institutes themselves, and ideally also through other capacity-building efforts.

Resulting ‘Good Ideas’ for Developing Effective Institutes in Challenging Environments

Beyond these cross-cutting findings, each of the countries and institutes revisited for this study had some features that stand out as worth considering by others:

- *Getting the leadership structure and selection of good leadership right is important for establishing well-performing institutes.* The cases highlight the importance of a leader who is passionate about the mission of the institution, but who can also champion the institute with relevant supervising ministries and among political and fiscal decision makers.
- *To select good management and establish effective relationships with other relevant institutes requires political backing and attention especially during critical early periods.*
- *Utilizing a pool of civil servants as trainers complemented by in-house staff.* A big risk of institutes of public administration in a low-income country is that it is difficult to attract sufficiently good staff for delivering quality courses. Contracting experienced civil servants as trainers seems to be a better model compared to contracting freelance consultants; while in addition, some in-house capacity to help trainers shape their courses appears to make an important contribution to the quality of courses.
- *Delivering of quality training early on contributes to creating demand and credibility; and appropriate partnerships can help strengthen performance during early periods.* In particular CSCU has managed to deliver training that appears to be perceived as well designed and relevant, and this has started to lead to additional demand. International and regional partnerships can help in delivering initial good training even in a challenging environment.
- *A mobile approach offers an interesting option for reaching subnational levels.* Reaching local government staff is increasingly important as populations expand and more functions are devolved in many countries. Establishing permanent regional subsidiaries would be (too) costly in many situations. The ‘caravan approach’ as used in Uganda prior to the construction of CSCU’s campus proved feasible and cost-effective.
- *Long-term partnerships with other more well established institutes—both regional and international—can make important contributions.* Where these partnerships have

been effective they included longer-term relationships, allowing individuals involved to interact repeatedly over time, and to gain sufficient understanding of the context to be able to provide quality and relevant inputs; and sustained inputs to developing and also delivering course content

Further Knowledge Agenda

The note suggests the following aspects as key priorities for further analytic work that can feed into considerations about how best to stabilize fragile states and achieve greater resilience, which continues to rise as a key priority for the international community. Especially for low-income countries, capacity development of the public sector is a crucial aspect of achieving more effective and well-performing institutions.

- *With regard to training as such, it would be valuable to generate a wider range of empirical insights including some Francophone African countries, as well as low-income fragile states in other regions.*
- *An exploration of the modalities and effectiveness of on-the-job mentoring and complementarity with classroom-based courses.*
- *The organization of and options for improving recruitment functions—either early on or once relatively poor recruitment has taken place on various scales.*
- *Work on employment conditions and security of tenure and how to weigh a potential need for public service renewal with the need for preventing politicized layoffs (for example, after a turnover in government); this would help calibrate technical advice on how to shape civil service legislation in postconflict contexts.*
- *Identification of what works with regard to performance-oriented management in challenging environments as a key complement for utilizing strengthened individual capacity.*
- *Options for monitoring the effectiveness of public service strengthening efforts and how this can best be done for the various variable identified as important.*

1. Motivation and Scope

The purpose of this note is to explore how institutes for public service training have been established and operate in fragile and low-income contexts. One motivation for this work is to provide insights for planned World Bank project support to such institutes in South Sudan and Somalia. Furthermore, this analysis continues the process of developing operationally relevant analysis on different aspects of public sector strengthening in postconflict contexts to inform international engagement on capacity strengthening. The note builds on recent reports covering the ‘big picture’ of institutional development (as summarized in the 2011 World Development Report [WDR]) and complements existing work on the specifics of strengthening public financial management in postconflict settings (World Bank 2012). It is one contribution among several currently being developed by teams around the Bank on public services in postconflict contexts.

Limited state capacity to carry out core government and service delivery functions poses a major constraint in postconflict countries, especially those with low income levels. The importance of capacity constraints and challenges faced when addressing them are highlighted in the 2011 WDR, work on public financial management (PFM) strengthening, and other analysis. These constraints have a variety of underlying drivers and possible remedies (World Bank 2004; UNDP 2010). They affect the ability of the civil service to deliver public goods and services, and also to absorb and manage aid.

There are multiple avenues for strengthening or re-developing overall public service capacity. These include reforms to recruitment, pay and performance management practices, as well as ensuring the availability of resources for civil servants to carry out their assigned function. As is well recognized, capacity has both institutional and individual aspects.

The intention of this effort is to drill down into one particular mechanism of capacity strengthening to better understand its potential, limitations, and opportunities. A common approach to capacity building is to provide training, opportunities for on-the-job learning, and mentoring to civil servants. As discussed below, this can take a range of forms from out-of-country degree programs to workshops, twinning arrangements with technical assistants, and job coaching programs. Among these, the institutionalization of in-country training through schools of public service has been regaining greater attention in recent years, alongside a wider focus on the need for relevant and quality post-secondary training in lower-income countries.

National public sector training institutes hold the potential for providing sustainable, relevant, and recurrent training at a reasonable cost. Schools of public administration can be expected to play a role in transitioning from reliance on technical assistance, and to reduce the need for costly trainings abroad, which typically can only reach a limited number of staff. As McKechnie has argued in 2004, “because country capacity is already scarce in a post-conflict country, sending people out of the country for training and meetings does not make sense, unless absolutely essential, and can slow reconstruction; instead, such activities should be used

selectively and targeted for results” (World Bank 2004). Furthermore, institutionalizing training through establishing institutes or schools of public administration could, in principle, help move beyond a situation of well-intended but often somewhat random, and possibly repetitive short-term courses funded by an array of different development partners. It may also help to move away from overly generic courses not sufficiently grounded in the respective country’s laws, regulations, and administrative practices.

Reacting to this impetus, a number of postconflict countries are seeking to establish or revive public service training institutions, often with development partner support. Bank country teams have received a number of requests for support to these institutes, including most recently in South Sudan and Somalia. To better calibrate assistance for these efforts, it was decided to review the experience with civil service training in three countries that relatively recently experienced postconflict rebuilding: Rwanda, Uganda, and Liberia. A small grant from the Governance Partnership Facility enabled the review.

This note’s focus is not intended to imply that classroom based training is the only or necessarily best mechanism for improving public sector performance. As discussed in Sections 2 and 7, the overall ecosystem of public sector capacity includes a number of factors, and the impact of successful initiatives in any one area will depend on progress being made also in others. However, individual skills as well as understanding of government processes and ways of working by individual civil servants can be assumed to matter and to require attention in postconflict contexts—and is in line with a wide range of public and private sector institutions offering various degrees of specific, tailored training. Consequently, training—if well delivered and pertinent—can be assumed to play a potential role in reducing capacity gaps. Section 9 sets out what further analytic efforts would be most relevant for generating more comprehensive insights across related aspects of rebuilding public services.

With regard to scope, the research carried out for this note primarily focuses on developing a detailed understanding of how civil service institutes are established and function, and to reflect on available information about their impact. While Section 2 situates public sector training in the web of other factors that are expected to be relevant to building public sector capacity, it is beyond the scope of this effort to provide a comprehensive assessment of these factors for each of the case study countries. The note briefly covers the country context to provide a sense of the overall level of development and the postconflict trajectory of each of the three countries included (Section 3).

The selection of case study countries and institutes was targeted to deliver comparative insights into what is achievable in a postconflict context. Thus, the focus is on three countries which have been overall relatively successful in establishing or beginning to establish more effective governance after a period of conflict. We expect that these would be most likely to provide relevant lessons for countries such as South Sudan and Somalia. Thus, the review

deliberately focuses on countries that have relatively recently experienced conflict and have begun the process of rebuilding within the last 10–20 years.

This note synthesizes the findings from case studies covering three countries and four public service training institutes: Rwanda (RMI); Uganda (CSCU); and Liberia (LIPA and FMTP). There are other long-established and well-regarded public service training institutes in Africa—for example, the Ghana Institute of Management and Public Administration (GIMPA) or the Kenya School of Government. However, these are less directly comparable to the types of institutions that can be developed in more fragile and less advanced environments. As is discussed in the empirical sections, these leading institutes in the region are potentially important for postconflict contexts, but specifically in their role as hubs for cross-country (South-South) collaboration, for example, on curriculum development, training of trainers, and other activities.

Methodologically, the note is based on in-country interviews and data collection focused around the respective institutes of public service training, as well as a desk-based review of data and relevant secondary sources. In particular in Liberia and Uganda, the team was able to work closely with the public sector governance staff based in country who have been involved in the support for the public service institutes covered.

The analysis proceeds as follows: Section 2 briefly lays out the variables shaping public sector capacity, and sets out how civil service training programs contribute. Sections 3–6 summarize the key findings across the case studies: Section 3 discusses the country context for each of the three countries, and in particular their educational and public sector trajectories; Section 4 summarizes the policy rationale for the establishment of the respective training institutions—CSCU, LIPA, FMTP, and RMI, as well as how their overall objectives were linked to the contexts set out in Section 2. Section 5 covers the institutional and management arrangements, physical infrastructure, cost and partnerships for each institute (the ‘inputs’); and Section 6 describes their faculty, staff, curriculum, trainees (the ‘outputs’). Section 7 concludes the discussion of key findings, examining what can be said about impact based on the limited evidence available. Section 8 draws emerging conclusions and implications from this analysis and outlines what additional analytic work will be most valuable to further develop our understanding of ‘what works’ with regard to developing public sector capacity in postconflict environments. The four detailed case studies covering the CSCU, LIPA, FMTP, and RMI are included as annexes.

2. Public Service Training: One Mechanism among Several

Rebuilding public sector capacity is a key priority in low-income and fragile contexts. As set out in the 2011 WDR on Conflict, Security, and Development, there is a mutually reinforcing relationship between the transformation of institutions and restoring confidence in the state. To restore confidence in the state requires that the latter is actually able to function and deliver tangible outputs—such as policing, initiating the rebuilding of infrastructure, and organizing service delivery (see OECD 2010; UN-WB 2015).

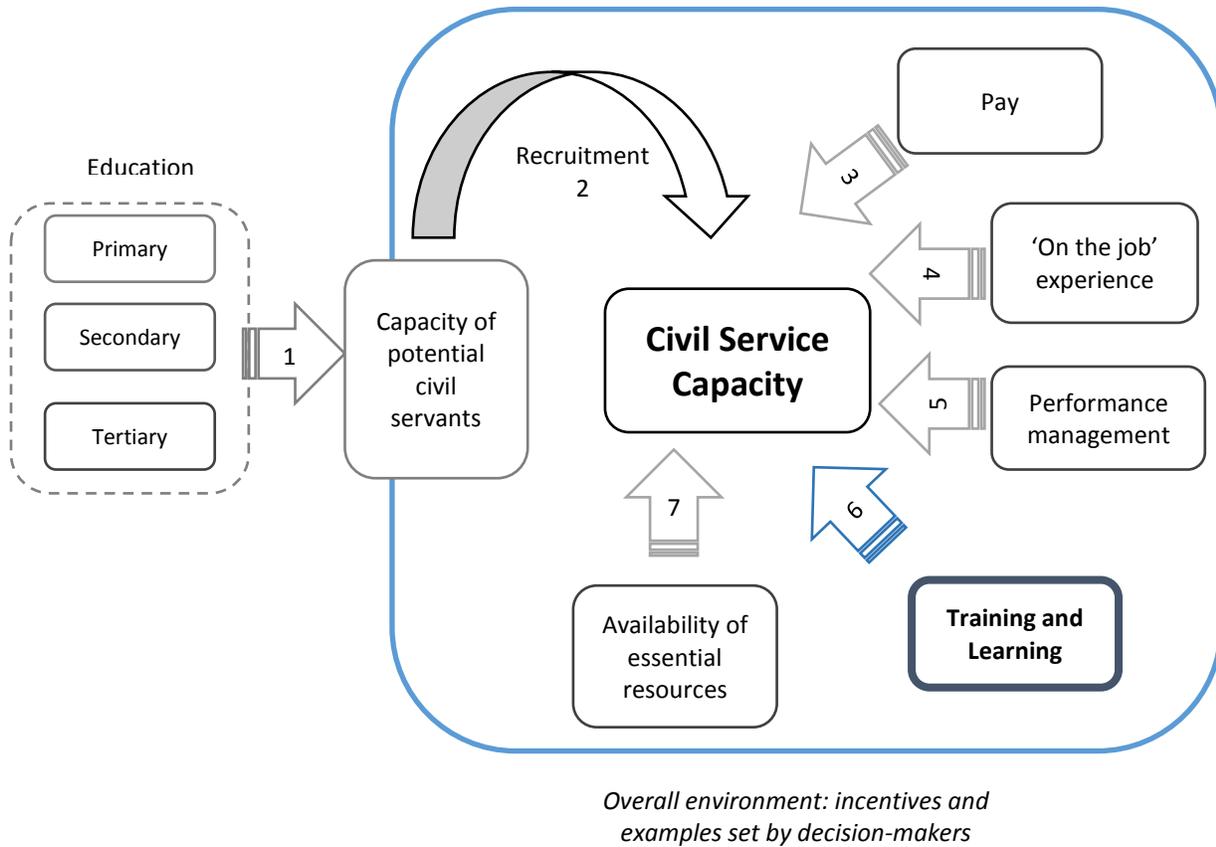
Yet establishing a civil service that is actually able to deliver is typically challenging. On the one hand, there is often a dearth of qualified staff, especially in environments with low human development and where education systems have eroded because of a prolonged period of conflict. In fragile contexts, building public sector capacity often has to start from a very limited base. Furthermore, qualified staff may be particularly hard to find for positions outside of main urban centers.² On the other hand, moving towards greater capacity is also a political challenge: there are often pressures to recruit staff based on security and patronage considerations (for example, from groups able to threaten renewed violence or otherwise crucial for the political settlement) as much as on merit.

The overall ‘ecosystem’ of factors influencing public sector capacity is laid out in stylized form in Figure 1. There is a long-standing discussion that public sector strengthening entails more than individually focused training (Schaffer 1974; McCourt and Sola 1999). Public sector capacity emerges from a range of factors which jointly shape civil servants’ ability and incentives to perform, and thus the effect of initiatives in any one area depend on what happens with regard to other areas (McCourt and Eldridge 2003). Furthermore, overall public sector performance emerges from both the formal-legal provisions in place, as well as how these are implemented in practice. Nonetheless, individual capacity and learning of ‘how to do things’ matters; and particularly so in environments when governments have only recently been reestablished, and frequently, many new legal provisions and business processes are being introduced in the public administration.

With regard to the overall ecosystem, a first factor is the availability and quality of *basic, secondary, and tertiary education*, which shapes the capacity of the *pool of potential civil servants* (‘1’ in Figure 1). This pool does not necessarily need to be very large, given that a civil service only makes up 2–3 percent of the adult population (see also Box 1). However, governments in postconflict contexts often have to compete with an influx of nongovernmental organizations (NGOs), development partners, and private sector activities—from banks, to hotels, to breweries—as well as with continuing opportunities for migration or remaining in the diaspora. The smaller the pool of educated citizens, the higher the risk that government cannot recruit or retain staff with sufficient general or specific qualifications across MDAs and levels of government.

² With regard to capacity, there are a range of situations. Some countries emerging from war were previously states and had relatively developed administrative systems. Others emerge from conflict as new states (that is, Kosovo, Timor, and South Sudan). Levels of development prior to and after conflict can also vary (for example, Iraq as compared to Liberia). This note primarily addresses a situation of low-income states that have experienced conflict.

Figure 1. Ecosystem Shaping Civil Service Capacity



Source: Authors.

Box 1. What is a ‘Public Service’ and Public Service Training?

Countries vary with regard to who is considered a public servant, and the employment conditions offered. The main focus of this note is on civilian employees, that is, staff on the public payroll but not part of the military or paramilitary forces. Furthermore, this note centers on core administrative functions at central and subnational levels. A significant share of the public service is typically made up of teachers, health services staff, engineers and other specialists, and the police—and for these, the main relevant training is delivered through sector training institutions such as teacher or nurses training institutes and police academies.

Core policy, administrative and fiduciary cadres, including technical cadres with policy and general administrative roles—range from staff in central-level line ministries to tax collection and the managing public funds, to Human Resources (HR) and payrolls management, and the delivery of core services such as issuing birth certificates, licenses, and so on. Core staff are deployed across different core and line ministries and agencies, as well as across levels of government.

The terms ‘civil service’ and ‘public service’ are used interchangeably in this note. ‘Public service training’ is used here primarily to describe training targeting general administrative and policymaking and oversight roles and requisite knowledge.

Source: Authors.

Further crucial factors for civil service capacity are the *recruitment function*—decisions about who from the general pool applies for and is selected into the civil service (‘2’), *pay* (‘3’), and *on-the-job experience* (‘4’). In principle, governments should seek to develop a relatively small civil service that is reasonably well paid,³ recruit the best and the brightest they can attract, and retain those that perform so as to develop institutional memory and experience. Yet, in many postconflict countries, factors such as political affiliation/association with military leaders, regional considerations, legacies of who was or remained employed during conflict, and family or community linkages play a significant role and shape how the recruitment function takes shape in practice.

The degree to which this weakens capacity relative to what would be feasible for a country depends on the distance in qualifications—and motivation—between the pool of potential applicants and those who actually are selected into the public service. The nature of the postconflict situation and a country’s legacy will determine whether initially there are many or few civil servants with longer experience—which can be both a boon and a burden.⁴ Once postconflict rebuilding begins, it is in principle valuable if newly recruited civil servants remain in post for some time to build essential ‘on-the-job experience’—provided that they have some incentive to perform. Furthermore, where a public sector pension scheme is missing (as is frequently the case for some time into postconflict settings), a share of positions may be held by ‘legacy’ civil servants in their late 60s, 70s, and even 80s; and the scale of this problem can grow as time passes without a retirement scheme in place.

Related crucial factors for civil service capacity are overall organizational and management factors. An overall environment of expecting performance and an ethos of integrity, and whether civil servants are motivated to perform the tasks and duties assigned (overall blue area and ‘5’) plays an important role. Political decision makers, ministers, governors, and county commissioners at subnational levels, and senior civil servants ‘set the tone’ with regard to what is expected of individual civil servants. This can take the form of deliberate ‘performance management’ or be more informal. Decisions about promotions are an important way for signaling whether performance in the public interest is expected, or whether other criteria dominate. If many staff are not recruited on meritocratic criteria, this can also (negatively) affect performance as staff recruited based on connections may feel protected from potential disciplining or dismissal for nonperformance.

In most conflict countries, overall organization and the incentives set by policymakers are not optimal, not least due to the pressures prevailing in a ‘fragile limited access order’ as

³ There is a growing literature on levels of pay for public servants, with partially contradictory findings about adequate levels of pay. Here we just take the basic assumption that in principle pay needs to be sufficient to compete with alternative options in postconflict environments especially for higher-level professional and managerial cadres.

⁴ For a discussion of contrasting legacies see Srivastava and Blum (forthcoming); for example, while Sierra Leone had a central civil service that was largely intact at the end of the conflict, East Timor is an example where almost the entire service had to be newly recruited.

characterized by North et al. (2012). There is, however, substantial variation—with a greater emphasis and true focus on performance and integrity in some environments, and much less so in others.⁵ When political leaders and senior managers signal that a given public sector unit must deliver on assigned functions, this can provide crucial incentives to ensure that good staff is promoted or placed in key positions, and to shed the most incompetent recruits, leading to improvements over time.

Training and learning ('6') is a factor that most often comes into play after recruitment decisions have been made for core civil service cadre, but can also take the form of pre-service training based on a selection into a specific program.⁶ Structured civil servant learning can take a range of forms, including on-the-job mentoring and twinning arrangements with more experienced civil servants or technical assistants; secondment and action learning; as well as classroom-based training. More informal learning also occurs when civil servants absorb the norms and behaviors encouraged by the presence (or absence) of performance management systems as discussed above.⁷

In addition to how staff are selected, managed, trained, and paid, the availability of resources ('7') also plays a role, and in many postconflict and other poor countries this poses a challenge. While resources (operating and capital budgets) need not be ample, a minimum is needed to fulfill tasks. If civil servants are not provided with required forms, basic office equipment, or electricity, they will often struggle to do what is expected. Especially during early postconflict periods and for subnational levels of government, even basic infrastructure such as office space or desks may be missing or may need to be used by multiple staff. A lack of minimal resources, or the fact that these are only available intermittently reduces capacity and can also affect motivation negatively. This can entail a negative circle: the lack of basic resources affects the public service, and in turn, efforts at collecting taxes and ensuring that public funds are well managed suffer.

From among these factors, this note focuses on the aspect of training and learning; and specifically on whether national schools of public service can play an effective role in strengthening civil service capacity during a postconflict period. The general purpose of training and other structured learning is to provide specific skills relevant for functioning in the public service—for example, basic legal knowledge, knowledge of processes and rules, as well as knowing how to use relevant information technology (IT) applications, or training on specific areas such as accounting and procurement. Participants in any such training would be expected to

⁵ To some extent, this is a 'common pool' problem. If a single political appointee hires some relatives, he or she gains local standing, while the cost is borne by society overall and the effect on the public administration of a single instance is limited. However, if many hiring managers behave similarly, and much of the hiring into the public service is affected, then the overall system becomes dysfunctional.

⁶ Different, for example, from teachers or nurses who typically attend training colleges first and then may be offered jobs at publicly funded schools or health centers.

⁷ See for example Rosemary Harrison's *Learning and Development*.

have sound numeracy and literacy skills, acquired through primary, secondary, and possibly tertiary education. If many civil servants do not have a good enough general education, specific civil service training becomes more challenging. Schools of public administration may also be well placed to facilitate employee socialization and early establishment of norms; provide initial orientations on new laws or policies; or equip a select group with high-level skills accredited with qualification in accountancy or management. The assumption here is that such schools will typically exist alongside other efforts at strengthening individual and institutional capacities, such as knowledge transfer by technical assistants and other ‘on-the-job’ learning; ideally through deliberate complementarities, efforts at building systems and institutions, and so on.

Getting training and structured learning ‘right’ can be difficult—reflecting some of the wider challenges of ‘capacity-building’ efforts (see Box 2). A large number of actors engage in the aftermath of conflict, and this is often matched by weak country capacity to be specific about needs and to coordinate technical assistance (TA). Given uncertainty and urgency, incentives for stakeholders to focus on longer-term investments are often weak. Attention of humanitarian and development partners tend to be focused on ‘getting service delivery up and running’. Technical assistants are put in place for core management and fiduciary functions—either directly in core ministries or in project implementation units—and service delivery is contracted out as rapid solutions to missing capacity within a country’s public service (see Srivastava and Blum forthcoming). This overall set of incentives and ‘modus operandi’ is typically paired with efforts at institution and capacity building through ‘on-the-job’ mentoring and course- or classroom-based training.

For on-the-job training, TA contracts often include provisions that technical assistants are expected to mentor and coach counterparts. However, in practice, mentoring frequently falls short—for example, owing to language difficulties, limited incentives for technical assistants to transfer knowledge, fragmentation, and poor monitoring and follow-up. When civil servants are not selected properly in the first place, technical assistants may also face counterparts with limited capacity and interest to absorb information, or at least with very significant knowledge gaps that would need to be addressed (such as basic IT literacy) to create a basis for job-specific knowledge transfer. Moreover, the impact of these efforts is particularly hard to measure—so even if there is some transfer of knowledge and skills it is hard to assess the degree and pace of progress.

The default mode of classroom-based training in postconflict contexts is the provision of short-term courses delivered by consultants. Such training is often offered only a few times and based on foreign curricula that may not be relevant to the context or that makes unrealistic assumptions about prior knowledge. Many courses are delivered by foreign consultants, who may not have specific country knowledge; and due to this, the content tends to be ‘academic’ or generic rather than closely linked to day-to-day needs. Other training is directly linked to specific IT systems, for example, and may be quite practical, but cannot be sustained and repeated, carrying the risk that turnover erodes the capacity that has been developed. Training outside the country can

be costly and takes civil servants away from their posts for extended periods of time. Furthermore, capacity building can also set the stage for a ‘culture of training’ in the emerging public service that can become unsustainable as development partners begin to focus on recovery efforts.

The key issues to be analyzed in this study are whether in-country institutes of public administration indeed have the potential to ensure that capacity building takes a more long-term approach, is better matched to training needs, and becomes more institutionalized. Anecdotally, there is a wide variation in the performance of such institutes across Africa and countries in other regions—and hence it is important to understand better if and how they can be (reasonably) successful in low-income postconflict environments. Related to these questions, the note explores whether such institutes or schools can or could possibly serve as hubs to coordinate overall training needs and delivery; and possibly also to establish better monitoring of ‘what works’, who has been trained, and progress achieved, including through on-the-job training.

Box 2. The Concern with Capacity Development and Its Arrival in Fragile States’ Contexts

The emphasis on capacity building in development has fluctuated over time; including the extent to which this is equated to ‘all development efforts’ or seen as something more narrow and distinct. As noted in a 2005 Bank evaluation of Capacity Development for Africa, the definitional boundaries are loose:

“the reasons for weak public sector performance are deeply rooted. Whatever pragmatic steps can be taken under the rubric of capacity building can be only a small part of the solution. Yet there is little empirical evidence to clarify what part of the problem international capacity building support can best help to solve; in what order capacity needs should be addressed; what can be expected of different kinds of interventions and why; and how knowledge of such processes as organizational change, learning, and incentives should shape capacity building efforts. There is not even a shared definition of what constitutes capacity building support.”

The literature draws a distinction between **individual capacity and organizational capacity, and societal capacity as a third dimension** (Greijn et al. 2015; UNDP 1993; World Bank/OED 2005; World Bank/IEG 2008). Possibly because the boundaries of ‘capacity building’ are so wide, there is surprisingly little specific information on training efforts targeting civil servants and their relative efficacy, and despite the substantial literature on capacity development, there are few studies dealing with the role played (potential or actual) by schools or institutes of public administration as a specific mechanism.

The emphasis on capacity building in postconflict contexts is more recent. It is informed by general policy considerations about development effectiveness in fragile states, as set out in Busan and the ‘New Deal’. The commitment to rebuilding and aid coordination led by national governments in principle presupposes extensive state capacity. A key concern for capacity building in postconflict environments is how to address capacity gaps and how to transition from significant reliance on technical assistants to greater reliance on domestic capacity (World Bank 2004; UNDP 2010; Srivastava and Blum, forthcoming; Bhatia and Prasad, forthcoming).

While being well aligned with the aid effectiveness agenda for fragile and postconflict states, it is important to keep in mind that a focus on training can also be politically expedient.

Nearly any government will like to be seen as promoting capacity of its own civil servants—whether it is serious about public sector performance or whether its actual efforts in this regard are more limited or constrained. Governments may pursue the training of civil servants who were selected because they participated in a war of independence, or that are seen as more loyal to the new government, and also those selected for reasons of patronage and various relationships—rather than starting off with selecting the most qualified applicants available. This review focuses predominantly on the issue of ‘what works’ for establishing national training institutions; but as will be revisited in Section 9, these wider issues and how to include them in overall efforts to strengthen capacity in postconflict countries also need to be considered.

3. Contexts: Uganda, Rwanda, and Liberia

This section provides a brief overview of the public sector and education trajectories in each country reviewed—Uganda, Rwanda, and Liberia. While it is not possible to map the entire ‘ecosystem’ of factors described above given the scope of this study, the section provides the essential context in which the efforts to establish or revive public sector training institutions has taken place; including in particular the evolving situation of general education attainment, historical legacies, a sketch of overall efforts made at rebuilding the civil service, and available data on public sector effectiveness (CPIA clusters and Worldwide Governance Indicators [WGI] for government effectiveness). The section provides an initial data overview; individual country data are discussed further in the following subsections.

Table 1 maps the gross national income (GNI) per capita and the relative level of aid dependency. All three countries are low income, but have seen rising per capita incomes since the respective end of conflicts. The level of aid dependency has been particularly high in Liberia; and lowest for Uganda.

Table 1. GNI Per Capita and Official Development Assistance as Percent of GNI*

	1995		2000		2005		2010		2013	
	GNI Per Capita	ODA as % of GNI	GNI Per Capita	ODA as % of GNI	GNI Per Capita	ODA as % of GNI	GNI Per Capita	ODA as % of GNI	GNI Per Capita	ODA as % of GNI
Rwanda	698	18	757	5	964	6	1253	8	1405	7
Liberia	—	—	447	5	373	18	608	59	—	—
Uganda	900	4	1023	3	1182	4	1488	3	1577	3

Source: World Bank DataBank (2015); OECD Query Wizard for International Development Statistics (stats.oecd.org/qwids/), accessed June-July 2015.

Note: * ‘GNI per capita’ reflects Purchasing Power Parity GNI per capita in constant 2011 international dollars; ‘ODA as percent of GNI’ reflects total bilateral aid to all sectors, all donors in constant prices as a percent of GNI.

With regard to educational enrollment and attainment, Rwanda and Uganda have literacy rates above the regional average for Sub-Saharan Africa, while Liberia’s rates have been

below. Primary and secondary enrollment has increased in all three countries over time; but primary completion rates still pose a challenge. Among the three countries, secondary enrollment has risen highest in Liberia, but has also increased significantly in Uganda and Rwanda.

Table 2. Comparative Education Indicators

Literacy Rate, Adult Total (% of People Ages 15 and Above)*

	1990s		Early 2000s		Late 2000s	
Rwanda	57.85	(1991)	64.89	(2000)	65.85	(2010)
Uganda	56.11	(1991)	68.14	(2002)	73.21	(2010)
Liberia	42.67	(1994)	43.11	(2004)	42.94	(2007)
Sub-Saharan Africa	53.05	(1990)	57.46	(2000)	59.32	(2010)
FCS average	—	—	65.29	(2000)	67.56	(2010)

Source: World Bank DataBank.
Note: * Adult literacy rate is the percentage of people ages 15 and above who can both read and write with understanding of a short simple statement about their everyday life.

Primary Completion Rate, Total (% of Relevant Age Group)*

	1990s		Mid 2000s		Late 2000s	
Rwanda	46.62	(1992)	43.31	(2004)	59.34	(2013)
Uganda	—	—	57.33	(2004)	54.24	(2013)
Liberia	—	—	64.70	(2006)	58.83	(2014)
FCS	53.64	(1992)	62.46	(2004)	70.92	(2012)
Sub-Saharan Africa	53.87	(1992)	59.82	(2004)	69.61	(2012)

Note: * Primary completion rate, or gross intake ratio to the last grade of primary education, is the number of new entrants (enrollments minus repeaters) in the last grade of primary education, regardless of age, divided by the population at the entrance age for the last grade of primary education. Data limitations preclude adjusting for students who drop out during the final year of primary education.

School Enrollment, Secondary (% Gross)*

	1990	1995	2000	2005	2011
Rwanda	16.23	—	10.52	16.72	31.54
Uganda	11.42	10.43	16.35	19.11	25.34
Liberia	—	—	35.20	—	45.16
FCS	27.48	29.36	32.09	37.79	44.02
Sub-Saharan Africa	23.13	24.15	26.16	32.08	40.70

Source: World Bank DataBank.

Note: * Gross enrollment ratio is the ratio of total enrollment, regardless of age, to the population of the age group that officially corresponds to the level of education shown. Secondary education completes the provision of basic education that began at the primary level, and aims at laying the foundations for lifelong learning and human development, by offering more subject- or skill-oriented instruction using more specialized teachers.

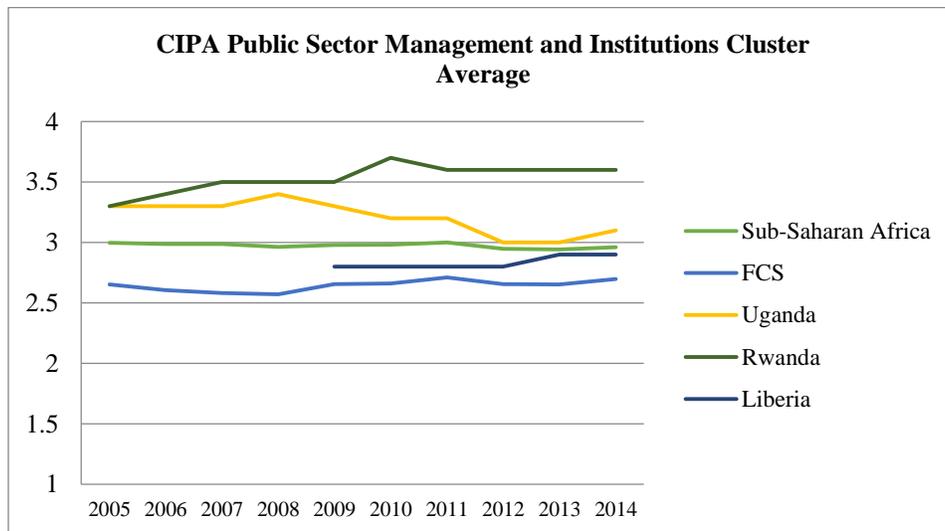
Tertiary Enrollment (% Gross)*

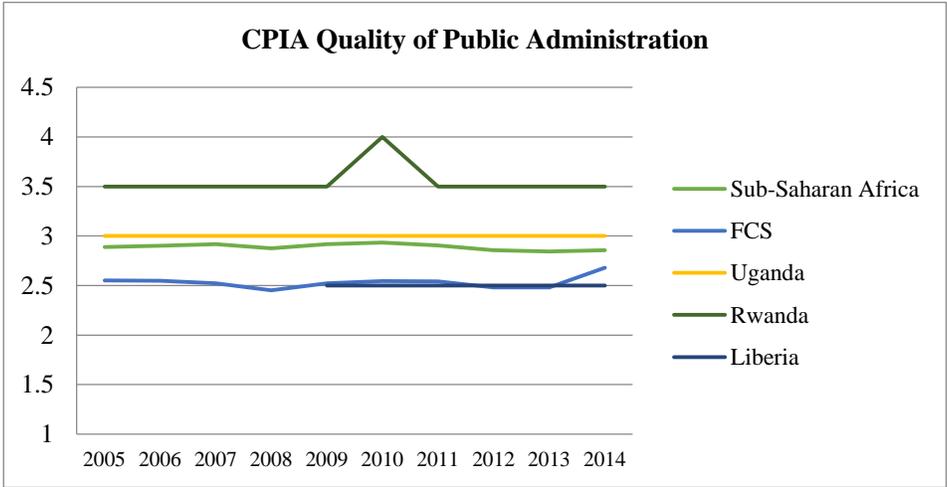
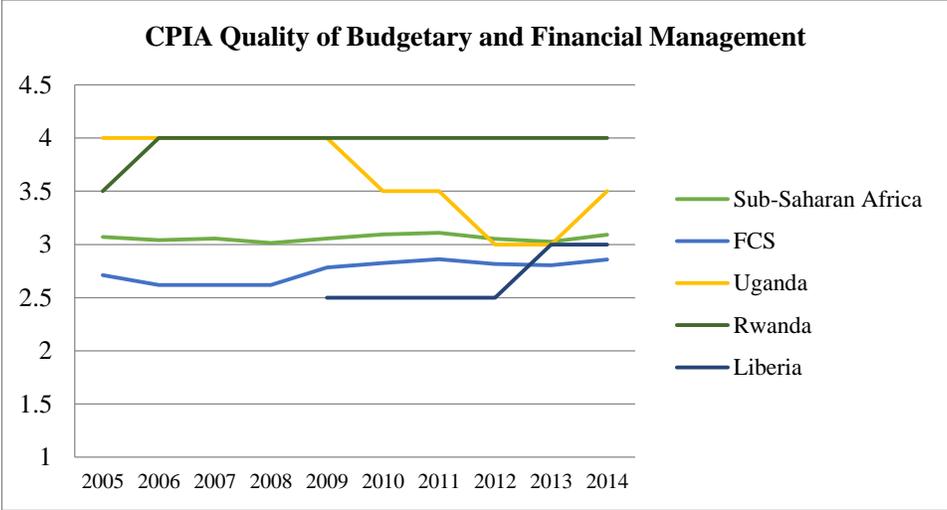
	1990	2000	2010	2012
Rwanda	0.60	1.20	5.77	6.90
Uganda	—	2.59	3.92	
Liberia	—	19.40	9.30	11.64
FCS	5.44	7.16	10.96	10.90
Sub-Saharan Africa	3.21	4.39	7.77	8.11

Source: World Bank DataBank.

Note: * Gross enrollment ratio is the ratio of total enrollment, regardless of age, to the population of the age group that officially corresponds to the level of education shown. Tertiary education, whether or not to an advanced research qualification, normally requires, as a minimum condition of admission, the successful completion of education at the secondary level.

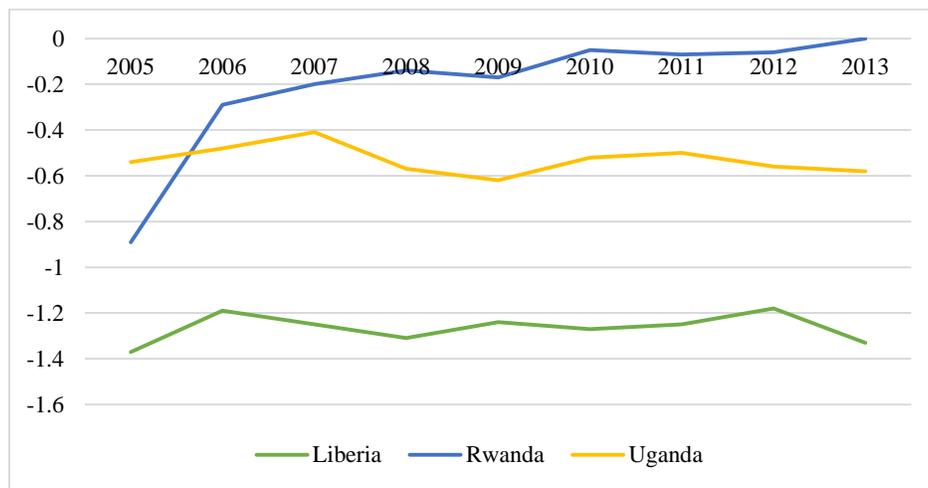
Figure 2. Comparative CPIA Ratings





Source: World Bank DataBank. Accessed May–June 2015.

Figure 3. WGI Government Effectiveness Score



Source: WGI (www.govindicators.org). Accessed July 2015.

Note: Estimate of governance measured on a scale from -2.5 to 2.5; higher values correspond to better governance.

Across all indicators of government effectiveness, Rwanda performs best and shows a steady or increasing trend. Uganda had started at a level similar to Rwanda in the mid-2000s, but is seen as having declined somewhat; and Liberia is rated as having least public sector quality/effectiveness, with recently increased ratings for budget management dimensions of the CPIA. These ratings provide a quick glimpse of the overall trend in government quality and effectiveness over the past decade. The trends are revisited when discussing the impact of public service institutes in Section 7.

The size of the civil service relative to the total population is relatively similar across all three countries as reflected in Table 3; while in absolute figures, Uganda has the largest service, corresponding to being the country with the largest population. Importantly, of the total number of civilian employees, typically well over half is made up of teachers, health-service staff, and the police.

Table 3. Size of the Civil Service Relative to the Population

	Population (2013)	Size of Civil Service* (2014)	In % of the Population
Liberia	4,294,077	41,862	0.97
Rwanda	11,776,522	120,000	1.02
Uganda	37,578,876	301,219	0.80

Source: World Bank DataBank. Accessed May–June 2015; Ministry of Public Service Liberia, Ministry of Public Service Rwanda, and MoPS Uganda.

Note: * Excluding military forces; includes services such as teachers, health workers, and police.

All three countries are receiving support from development partners to strengthen their public sector (Table 4). Relative to the size of the population, such support has been the greatest for Rwanda.

Table 4. Official Development Assistance for Public Administration Sectors in US\$, millions*

	2010	2013
Liberia	37.7	21.9
Rwanda	93.0	78.7
Uganda	100.7	67.9

Source: stats.oecd.org/qwids/.

Note: * QWIDS Sectors: Public sector policy and administration, public financial management, and decentralization and support to subnational government.

3.1 Rwanda

Rwanda's development progress over the last two decades represents a remarkable turnaround in the wake of the 1994 genocide. A highly strategic approach to development centered on a clearly defined set of national goals has paid off, with high growth rates, a decline in poverty, a reduction in inequality, and progress on nearly all development outcomes (World Bank. *Rwanda Country Partnership Framework FY14–18*). Rwanda's Vision2020 lays out the targets of achieving the millennium development goals by 2015 and becoming a middle-income country by the end of the decade (World Bank 2012). Vision2020 acknowledges the central role of a well-functioning public service and skilled workforce for reaching these targets, identifies low capacity as a bottleneck to state transformation, and calls for the rapid development of public sector skills.⁸

The 1994 genocide severely impacted Rwanda's already weak public sector capacity, with many qualified civil servants fleeing or being killed (World Bank 2012). With regard to formal education, by the end of the 1990s, 2.7 percent of public servants in Rwanda held a university degree and 36 percent held a certificate. On the one hand, this figure had increased to 79 percent of the workforce holding a university degree by 2005.⁹ On the other hand, Rwandan public sector remained quite young and with limited work experience; in 2010 it was found that 76 percent of civil servants had been in government for 4 years or less. In line with the prevalence of recent hires, 60 percent of civil servants were between the ages 25 and 34 years. A 2009 skills gap assessment found Rwanda had only 60 percent of the required technical skills nationally (World Bank 2012). One specific challenge in the Rwanda context has been the shift away from French to English as the official language.

Improving education has been a key focus of the government, and as reflected in Table 2, there is evidence that progress is being made across indicators for levels of education. The primary completion rate increased from 46 percent in the early 1990s to 59 percent in 2013. Similarly, secondary enrollment moved from 16 percent in the early 1990s to 31 percent in 2011. Tertiary enrollment increased from 0.6 percent in the early 90s to nearly 7 percent in 2012. Despite these increases, Rwanda still performs below the regional average, as well as the average for fragile and conflict-affected states on all three indicators. Meanwhile, literacy rates have been

⁸ Vision2020, 12.

⁹ World Bank 2012. Many civil servants viewed as unqualified or not having the correct degrees for the positions they held were dismissed between the late 1990s and the mid-2000s.

comparable with the regional and FCS average.

Since the end of conflict, the government has taken a number of steps to address the country's public sector administration challenges. One set of reforms focused on structural issues, and involved the rationalization and reorganization of the public sector. The government restructured departments and functions, retrenched and redeployed staff, established a code of ethics, standardized recruitment processes, and improved pay for the remaining civil servants. In 1998–99, the civil service was downsized; 6,000 workers were dismissed because they were not qualified and 6,500 ghost workers were removed from the payroll. Salaries for remaining civil servants were increased 40 percent.

Another set of reforms focused on capacity building. In 2005, a *Multi-Sector Capacity-Building Program* (MSCBP) was initiated to direct the preparation and implementation of capacity-building action plans, and it targeted both human resource development as well as the institutional work environment. The plan focused on the public sector, private sector and civil society. The *Human Resources and Institutional Capacity Development Agency* (HIDA) was established to coordinate the MSCBP. In 2009, the *Public Sector Capacity Building Secretariat* (PSCBS) took over HIDA's responsibilities. Sitting under the Ministry of Finance, its mandate was to coordinate capacity development across the public sector and to manage a national capacity-building fund (CBF). Linked to the national planning and budget cycle, government agencies and ministries would submit training and capacity-development plans, which were consolidated by PSCBS into a national plan. In 2015, PSCBS was transformed into the NCBS with an expanded mandate to coordinate training for the public sector, private sector, and civil society.

Thus, one issue that stands out in Rwanda is the fact that the government pursued capacity strengthening through several of the mechanisms highlighted in the previous section. It targeted increasing general education, a renewal of the civil service, and recruiting staff with higher levels of education, as well as through creating a strong system for performance management, known as *imihigo*, that has globally attracted attention (World Bank 2012; Scher and Macaulay 2014). Training efforts targeting civil servants were one element of this wider pursuit of building an effective state (and effective security capabilities).

As reflected in Figure 2, the CPIA ratings for Rwanda compare favorably to the regional and fragile states averages and it has been a relatively strong performer as compared to other case study countries. Since 2005, Rwanda's public sector management and institutions cluster average has been higher than Sub-Saharan Africa and other FCS including middle-income countries. Further, at a time when this indicator was falling for the Sub-Saharan region overall, Rwanda's performance gradually improved. Rwanda's rating for quality of public administration has been somewhat more flat, but has also been higher than the regional and FCS average.

3.2 Uganda

Uganda experienced relative stability after independence in 1962, until a 1971 military coup

led by Idi Amin Dada. The coup initiated a period of political and economic turmoil characterized by violence, economic decline, and the politicization of the civil service. The country saw an initial return to stability in 1986 when the National Resistance Movement took power, led by Yoweri Museveni. Yet violent conflict with the Lord's Resistance Army continued in Uganda. Since 2006, there have been no major security incidents.¹⁰

Since regaining peace, Uganda has been one of the fastest-growing economies in Africa with an average growth rate of 7.6 percent during 2006–2010 and 5.5 during 2011–2013 (World Bank 2015). Since the 1990s, it has seen improvements across development indicators, including many for education (Table 2). As was the case with Rwanda, its primary completion rate, as well as enrollment in secondary school and in higher education, have still been lower than the Sub-Saharan and fragile states averages. Despite lower enrollment rates than regional averages, Uganda's adult literacy rate (73 percent in 2010) has been comparable to or slightly higher than regional or fragile states averages, and above the rate for the other case study countries. Prior to the establishment of the CSCU in 2012, policymakers noted that civil servants at the center of government were generally well qualified in terms of formal education, but were still not able to deliver high-quality public administration.

With regard to public sector management, during the 1990s, the government set out a strategy to address major challenges through three initiatives (a) financial management and accountability reforms; (b) a decentralization and local government development program; (c) a Public Service Reform Program (PSRP). While there was some progress on the first two initiatives, gaining traction on the third proved more difficult. For example, it was felt that the public service was large, costly, and inefficient. There was also a perception that positions within the civil service had been granted on the basis of loyalty rather than qualifications. To address this, a number of structural reforms were introduced, including reducing the number of civil servants (by 1996, it was reduced by half), putting in place a civil service hiring freeze, and reducing the number of government ministries from 38 to 17. Yet, at the same time, the number of semi-autonomous government agencies (and staff employed by these agencies) increased steeply during this period, providing a channel for continued political hiring (Mwenda and Tangri 2005).

In 2004, the government's Poverty Eradication Action Plan (2004–2008) identified public sector management as a key constraint on sustaining high rates of economic development and poverty reduction. It identified six obstacles to improved performance: skills gaps and weak management; weak performance and accountability; inefficient and overextended government organizations; disabling work environment; poor pay; and absence of sustained support for reform

¹⁰ IDA, IFC and MIGA Country Assistance Strategy for the Republic of Uganda for the Period FY2011-2015 (April 27, 2010); *Project Appraisal Document on a Proposed Credit to the Republic of Uganda for a Uganda Public Service Performance Enhancement Program* (May 17, 2006).

from political and technocratic leadership.¹¹

As reflected in Table 2, though there has been progress on many development and economic indicators, government performance has not seen a pattern of sustained improvement over time. Rather, there was a significant initial postconflict improvement, followed by a more recent decline. As reflected in Figure 2, CIPA indicators show a steady decrease in the public sector management and institutions cluster average starting 2008–2013, from a level well above regional averages to around the regional ‘norm.’ Indicators reflect some improvement in 2014, especially for the budgetary and financial management cluster. The public administration rating has been flat since 2005. This steady decline has been from a relatively higher starting point than the other case study countries, Sub-Saharan Africa, and FCS.

3.3 Liberia

At the end of Liberia’s civil war in 2003, one of the new government’s greatest challenges was the lack of capacity to carry out core government functions, especially with regard to public financial management. Public administration had already been in decline from the 1980s onward, and was further eroded by 14 years of civil conflict during which many qualified civil servants fled. During the early postconflict period from 2003 to 2005, the National Transitional Government focused on short-term measures necessary to consolidate peace and stabilize the country. Compounding the challenge of starting from very low levels of education and literacy (see Table 2), high-level ministerial positions were awarded to previously warring factions, rather than on the basis of formal qualifications to run government agencies.

With regard to its education trajectory, the literacy rate in Liberia started from a much lower point than regional or the other case study comparators, and has remained low (at roughly 43 percent in 2004 and 2007). Its primary school completion rate dropped from 65 to 58 percent between 2006 and 2014, but the transition to secondary schooling is quite high. Secondary school enrollment was low at the end of the conflict (35 percent), but increased to 45 percent by 2011. Tertiary school enrollment has remained relatively steady between 2.5 percent in 2000 and 3.9 percent in 2010.

With the election of President Johnson-Sirleaf in 2005, the focus shifted to longer-term reconstruction including with regard to public administration and financial management. A key priority was ensuring proper and efficient use of budget resources, and assuring donor partners that their assistance was being well managed—in a context of very high aid dependency (see Table 1).¹² In collaboration with the Bank, International Monetary Fund (IMF), U.S. Agency for International Development (USAID), and European Union (EU), the government designed the Liberia Governance and Economic Management Action Plan (GEMAP), giving internationally

¹¹ This section draws heavily from the Implementation Completion Report for the Uganda Public Service Performance Enhancement Project (P050440). See World Bank (2015) for further details.

¹² Building Financial Management Capacity in Fragile and Conflict-Affected States: The Case of Liberia

recruited experts direct fiduciary control over key processes. This became the basis for donor engagement around economic governance over the following years.

To address the decline of the civil service during the war, the government adopted a Civil Service Reform Strategy in 2009. The strategy laid out an ambitious agenda to be implemented over a three-year period. However, it produced mixed results in part due to limited capacity, coordination, and funding. A pay reform strategy was developed in 2010, and civil servants are now routinely paid better and on time compared to 2005. Continuing challenges include retirees in active service due to lack of a public sector pension scheme, weak payroll compliance, still relatively low pay, and poor alignment between skills and functions.¹³

From March 2014 to May 2015, Liberia experienced a devastating outbreak of Ebola, which put a strain on the country and disrupted the functioning of public sector institutions. This includes the FMPT and LIPA, which were closed for some time during the epidemic. Research for this note was carried out during the Ebola period. The medium- to long-term impact of the epidemic on the government capacity is still uncertain.

According to governance indicators, with regard to the overall public administration trajectory, Liberia started from a very low level but has gradually seen some improvement. As reflected in Figure 2, Liberia’s CPIA rating for the public sector management and institutions cluster average has seen an improvement since 2012 at a time when the Sub-Saharan Africa average was declining overall. Its quality of public administrating rating has stayed flat since 2009, and is well below the Sub-Saharan Africa average—though comparable to the FCS average.

4. Policy Rationale and Objectives

Decisions about the policy rationale for establishing public service training institutes were shaped by the specific capacity challenges facing each country. Their objectives and setup were influenced by the specific ‘mechanisms’ policymakers hoped to influence through training (though to a greater or lesser extent for each institute). Further, there is a distinction between programs that deliver short-term, in-service training to civil servants across government, and those that focus more narrowly on developing a ‘missing cadre’ through long-term, degree programs related to specific core government functions.

As discussed further below, in Liberia (LIPA) and Rwanda (RMI), existing schools were ‘reestablished’ as part of setting up new government structures in the wake of conflict; while the CSCU in Uganda and Liberian FMTP were established to address specific training gaps. In the case of Uganda, this was the absence of critical performance management skills. In Liberia, the gap was a missing cadre of financial management professionals. One common feature across all four schools is the very clear decision to provide quality training *in country*. This was felt to be

¹³ This section draws heavily on the Liberia Public Sector Modernization Project PAD. See project appraisal document for further details.

more cost-effective, as well as more likely to transfer locally relevant knowledge and skills. As noted by the director of the CSCU “training abroad is in most cases not suited to the local conditions... institutes can draw on foreign expertise (through partnerships) to design and deliver the training under local conditions which is both effective and efficient.” For degree programs, it was also hoped that in-country training would increase the likelihood that graduates remained in country when the program was complete.

Table 5. Timeline of Establishment

	End of Conflict	(Re)establishment
Liberia	2003	2003 - Revitalization of LIPA 2006 - FMTP
Rwanda	1994	2001 - RIAM, which was again reestablished as RMI in 2013
Uganda	2006 ¹⁴	2010 - CSCU

Source: Authors.

4.1 Rwanda Management Institute (RMI)

RMI was established to address eroded civil service capacity in a strategic and well-coordinated manner. As noted above, the government has taken a number of steps to address the country’s public sector administration challenges since the end of conflict in 1994. One set of reforms focused on structural issues, and involved the rationalization and reorganization of the public sector. Another set of reforms focused on capacity building, including the initiation of a MSCBP, the establishment of a capacity-building agency, and the reestablishment of a management development institute (MDI) to train civil servants.

RMI is the successor organization to the Centre Rwandais de Formation des Cadres (CRFC), an institute originally established in 1963. In 2001, as part of structural reforms to government, the CRFC was reestablished as the RIAM. In 2013, the decision was made to reestablish RIAM as the RMI, a public corporation with a training, research, and consultancy department.

RIAM targeted public servants already in their post and was the only MDI in Rwanda with a mandate to deliver training to the public sector. In 2007, RIAM’s mission was expanded to include capacity building for public, private, and civil society employees. Today, RMI targets the same expanded audience. According to policy documents, its mission is to “ensure capacity building for the national workforce through training,” and “facilitate and deliver relevant and effective learning” (RMI 2015a). As discussed in Section 6, courses have included long-term programs for government leadership, English language training to facilitate the transition to the new official language, as well as short-term courses targeting public servants at large.

¹⁴ One possible date for a return to stability is 1986, when President Museveni took power. However, violent conflict with the Lord’s Resistance Army continued; 2006 reflects the year violent clashes with the LRA declined

Since its establishment, functionally, RIAM/RMI has been a facilitator of training for public servants. On the government side, ministries identify and submit training needs to the NCBS, which compiles these into an annual national capacity building plan. Specific needs related to public administration (as opposed to technical training for health, education, or agricultural extension workers) are used to set RMI's training calendar. RMI then hires consultants and provides facilities to carry out this training. RMI also acts as a hub through which donor partners have delivered training. Training programs have targeted a variety of cadres. While open to the public sector, private sector, and civil society, recipients of trainings have mainly been public servants. NCBS-funded programming has been mostly short term (1–2 weeks) and focused on in-service or topping up skills of the entire civil service. Partner-delivered training has included some short-term workshops, but many have been longer-term degree programs. These have been more narrowly targeted at developing a core management cadre. As discussed further below, programs have included an MBA for senior government officials, as well as post graduate degrees in human resource, financial, and project management.

4.2 Civil Service College Uganda (CSCU)

In Uganda, the CSCU was established to address a gap in performance management, rather than in formal qualifications or technical skills. As noted above, public sector effectiveness saw an initial postconflict improvement, followed by a more recent decline. Prior to the establishment of the CSCU, a Ministry of Public Service training needs assessment found that civil servants generally held degrees, certificates, and other training relevant to their technical profession. Yet the public service was still perceived to be underperforming. While acknowledging that institutional and structural conditions contributed to the underperformance, it was felt that overall performance could be improved with targeted capacity building to “equip the personnel of public institutions with the competences to perform their everyday duties.”¹⁵

It was felt that existing public administration training available in Uganda was not sufficiently oriented toward the day-to-day work of civil servants—including cadres such as local government officials, health workers, and the police. Though other public administration programs are available (including at the Uganda Management Institute [UMI] and Makerere University), it was felt that a national training institution for civil servants would contribute to improving the overall quality of the public sector by continuously upgrading and refreshing the skills, knowledge, and attitudes of public servants.¹⁶ As described in CSCU policy documents, the goal is to “rebuild the public service value system, common ethos, ethics and accountability” and “ensure that Public Officers possess knowledge, skills and attitudes necessary to perform their jobs effectively, take on new responsibilities, and adapt to changing conditions” (CSCU 2014b, 11) On the one hand, the CSCU was seen as a way to ensure that people with a good general education were familiar with civil service rules and regulations. On the other hand, training at the CSCU is viewed as a performance management tool for reshaping civil servants' behavior day to day—with

¹⁵ Concept Paper on the Establishment of an In-Service Training Institution for Uganda's Public Service (12).

¹⁶ UPSPEP ICR 2014 (p. 12).

the aim of strengthening commitment to integrity and a public service orientation.

4.3 Liberia Institute of Public Administration (LIPA) and Financial Management Training Program (FMTP)

LIPA was established to provide broad capacity development mainly through short-term training. LIPA is the successor organization to an institute originally founded in 1969 which had ceased to function during the civil war. As part of a wave of early postconflict reforms undertaken in 2003, LIPA was revitalized with a mandate to contribute to the development of viable and productive organizational capabilities by improving managerial skills. LIPA is seen as the main provider of in-service training to civil servants—though it also runs courses for other interested students.

In contrast, three years after the re-founding of LIPA, the FMTP was established to recruit and develop a cohort of strong financial management and procurement professionals through competitive selection combined with long-term training and special incentives. At the end of the civil war, the Ministry of Finance and donor partners recognized the absence of national financial management professionals as a critical constraint. As noted above, in 2005–06, the government and donors had agreed to establish a Liberia GEMAP, through which international experts would essentially co-manage Liberia’s revenue and expenditures for several years. The establishment of the FMTP was a strategy to train national staff to fill key positions and take over from technical assistants. Public finance courses at the University of Liberia (UL) were already overenrolled, and LIPA was already overstretched with its mandate to provide broad-based in-service training to the civil service and public at large. It was felt that a new more focused and in-depth program was needed, and one that included competitive and merit-based selection into the program to ensure the quality and integrity of trainees.

With high-level backing from the Ministry of Finance and the support of LIPA, the CSA, and the UL, the FMTP was established in 2006. The objective was to recruit young, qualified Liberians into a rigorous program to equip them with the necessary skills to carry out core functions. After two years of full-time coursework, graduates receive an MBA degree and are required to serve in government for four years. They are placed with a ministry, department, or agency and receive a special pay package (see Annex 3 for further details). From the outset, the intention was to use the program to scale up capacity over several years, and subsequently to merge it with the UL.

LIPA and the FMTP illustrate the emerging distinction between two models for public sector training institutes noted above. On the one hand, it was acknowledged that existing civil servants would need to be trained to strengthen the overall capacity of the public service. Further, skills would require updating over time. On the other hand, more in-depth training was required to develop a ‘missing cadre.’ It was agreed that LIPA would offer short courses targeting the capacitation of existing civil servants, while the FMTP would invest in long-term training for financial management staff. With the intention of creating greater impact, this more narrowly

targeted program was also designed to influence recruitment and pay mechanisms (see Table 6).

Table 6. Summary of Challenges and Objectives

	Challenge	Planned Objective	Mechanisms Targeted
RMI	Capacity of civil service eroded by civil war; transition to new official language	Redesign and revitalize existing public sector training institute to deliver in-country training to civil servants including long-term programs for government leadership, English language training to facilitate the transition to the new official language, and short-term courses targeting public servants at large	Training (<i>Mechanism 6</i>) Embedded into a wider public sector reform and capacity-building effort targeting other mechanisms
CSCU	Civil servants hold formal qualifications but underperform	Establish in-country training institute to impart management skills, create an ‘ethos’ of the civil service, and ensure skills training is focused on Ugandan systems	Training (<i>Mechanism 6</i>); Performance management (<i>Mechanism 5</i>); On-the-job experience of civil servants (<i>Mechanism 4</i>)
LIPA	Capacity of civil service eroded by civil war	Reestablish and revitalize existing public sector training institute to deliver short-term to civil servants (also open to public at large).	Training (<i>Mechanism 6</i>)
FMTF	Financial management and procurement capacity eroded by civil war; key economic functions (temporarily) carried out by international technical assistants.	Establish in-depth training in financial management and procurement with rigorous application process open to Liberians to ‘scale up’ capacity for a missing cadre. Intention at the outset for this to be a ‘program with a limited time horizon of about 5 years, to be subsequently merged into the country’s main university.	Training (<i>Mechanism 6</i>); Recruitment (<i>Mechanism 2</i>); Pay (<i>Mechanism 3</i>); On-the-job experience of civil servants (<i>Mechanism 4</i>)

5. How Do the Institutes Function: The Inputs

5.1 Institutional and management arrangements

Each of the institutes studied is a government-run institute. Table 7 summarizes institutional arrangements across the cases, and a further detailed description of these arrangements can be found in the individual case studies at the end of this note. In the case of CSCU, the choice of a public (that is, government-run) institute was intentional; privately run training in public administration is available in Uganda, but is felt to be overly generic (see Annex 1). Policymakers note the importance of providing directly job-relevant skills as well as of building a common ethos within the public sector. It was felt this could only be achieved by a program directly managed by government. In the case of Rwanda, RIAM was a public agency and then reestablished as a public corporation (RMI)—with the intention to gradually make the institute more independent. Perceptions that RIAM/RMI has not been as successful as initially hoped may be driving this.

With the exception of LIPA, each institute sits under a government ministry. Both CSCU and RMI sit under their countries’ respective Ministry of Public Service. RMI also has a close relationship with the NCBS under the Ministry of Finance. As noted in Section 3.1, NCBS develops the annual national capacity building plan and manages Rwanda’s CBF. Once the annual

plan has been established, NCBS contracts RMI to deliver short courses targeting critical skills gaps. In this respect, RMI is a service provider for NCBS and accountable to the NCBS for the quality of services rendered.

FMTP sits under the Ministry of Finance, and also maintains close relationships with other government institutions. The FMPT and UL have signed a memorandum of understanding (MOU) under which the UL designs curriculum and awards degrees to graduates. The CSA collaborates by identifying positions for graduates in government ministries, departments, and agencies. This stands in contrast to LIPA, which has not found it easy to coordinate training with the CSA. LIPA is a public agency and does not sit under any ministry; the Director General (DG) is considered equivalent to a cabinet minister and reports to the President of Liberia.

Table 7. Summary of Institutional Arrangements

	Sits Under Which Ministry?	Board Structure
RMI	Public corporation under Ministry of Public Service.	Governed by a Board of Directors. Members appointed by Presidential order. Seats not specifically reserved for particular ministries, agencies, or institutions of higher education. RIAM board met frequently.
CSCU	Directorate under Ministry of Public Service; DG reports to Permanent Secretary of MoPS and Management Committee. MoPS Commissioner Human Resource and Development (HRD) also actively involved in day-to-day management.	The Management Committee has met three times. It is chaired by MoPS with representatives from Ministry of Local Government; Ministry of Finance, Planning and Economic Development; Office of the Prime Minister, Ministry of Education and Sports; Ministry of Energy and Mineral Development, Makerere University, Jinja District Local Government and the CSCU.
LIPA	Public agency, not directly under any ministry; Board of Directors reports to the President of Liberia.	The Board is appointed by the President and includes representatives from the Governance Commission, CSA, UL, and Commission on Higher Education. It also includes the DG of LIPA, representatives from private sector and three additional non-statutory members.
FMTP	Program under Ministry of Finance	A Governing Body provides strategic direction to the FMTP. It is chaired by the Minister of Finance with seats for FMTP partners including CSA, the President of UL, and LIPA.

Source: Authors.

Formally, each institute has a director who manages day-to-day operations (see Table 7). With regard to management, the experiences of CSCU and RMI highlight the important role of strong leadership, especially early on. The task of setting up the CSCU fell under the mandate of the MoPS Commissioner for HRD. The Commissioner has been a champion of the college since very early on in the policy-making process. A wide range of stakeholders attribute the early successes of the CSCU to her leadership and dedication. She has been (and continues to be)

actively engaged in all aspects of the CSCU, forging partnerships, designing curriculum, navigating internal bureaucratic procedures, overseeing construction, and marketing the college to different clients. Though an acting director has been in place since June 2014, responsibility for overall functioning of the college is still shared with the Commissioner HRD.

In contrast, from 2007 to 2012, RIAM/RMI has had three DGs—of which two were dismissed for poor management—and for long periods had only an acting or interim director in place. Because of this, RIAM faced difficulties making major decisions or carry out long-term planning. The lack of consistent, effective leadership is perceived to have negatively impacted RIAM’s ability to deliver. As laid out in a 2012 draft strategic plan, it was felt that RIAM ‘struggled to implement its strategic priorities and has lacked well-defined goals and objects’ (RIAM 2011b). The plan noted that RIAM focused on reacting to immediate demands, in part because of lack of permanent leadership. With its transformation to RMI, a General Director was appointed and has been in place since 2012.

5.2 Physical infrastructure

Table 8 summarizes the physical infrastructure available to RMI, CSCU, LIPA, and the FMTP. Though each school has dedicated facilities, it should be noted that these vary with regard to their complexity. The FMTP, for example, occupies rooms in a Ministry of Finance building. Further, though the CSCU currently has its own dedicated facilities, the program piloted an innovative model for mobile delivery of training. Before construction of CSCU buildings was complete, the MoPS supplied a mobile unit with instructional supplies (computers, speakers, projection screens, loudspeakers, and so on) that was used to reach subnational levels which play an important role in governance and service delivery in Uganda.

The CSCU ‘caravan’ (equipped bus) traveled to cities across the country, particularly to remote locations, to offer core courses; this approach was used to train 2,545 public officers before the completion of college’s facilities. The ‘caravan approach’ reduced the cost of transportation for participants by 97 percent and reduced overall costs by 19 percent compared to having students come to the college facility.¹⁷ CSCU officials report that the vehicle has not been difficult to supply or maintain, and none of the equipment has yet broken down or gone missing. Because of its cost-effectiveness, stakeholders plan to continue using this innovative approach especially to deliver training services to hard-to-reach local governments.

¹⁷ See UPSPEP ICR.

Table 8. Summary of Facilities

	Campus Description, Location	Facility's Capacity	Is There Accommodation For Trainees?	Are There Dining Facilities?	Transportation Provided By Institute?	Is There a Computer Lab, Internet, or Wi-Fi?
RMI	Owns and maintains facilities in Kigali and in Murambi, one hour from Kigali	Kigali - 100 trainees Murambi - 90 trainees	Kigali - No. Murambi - Yes. There is accommodation for 60 trainees. Additional dorms are under construction.	Yes, at both campuses.	No. Travel costs are paid by sponsoring MDA.	Kigali - Internet available. No Wi-Fi or computer lab. Murambi - There is a computer lab with 50 desktops and Wi-Fi connections on campus.
CSCU	Recently completed construction of a US\$2 million campus in Jinja, one hour from Kampala.	500 trainees	No. Trainees who stay the night must lodge at local hotels.	No, but trainings catered.	No. Allowances are provided to cover travel.	There is a computer lab with laptops. There are internet hookups, and plans to add Wi-Fi.
FMTP	Training facilities are located in a Ministry of Finance Budget Bureau Annex in Monrovia.	—	No	No	No	Laptops are provided to students. Wi-Fi can be accessed in the computer lab.
LIPA	Rented facilities are located in Monrovia and managed by the governments General Services Agency. Rent is US\$180,000 a year. LIPA plans to build its own facilities at a cost of US\$30 million.	—	No	No	No	A computer lab with 25 desktops exists.

5.3 Cost and sources of funding

The overall costs of running public administration institutes have been relatively low, with a variety of funding modalities. Table 9 reflects the estimated annual budget of each institute, as well as the estimated annual budget required to carry out planned programming, which is generally higher than actual funds available. With annual budgets of US\$1–4 million, the cost of local institutes is low relative to other avenues for capacity development such as overseas training or filling gaps through the use of technical assistants.¹⁸

Table 9. Approximate Annual Cost*

	Annual Budget (US\$, millions)	
	<i>Required</i>	<i>Actual</i>
RMI	4.3	-
CSCU	2–3	2
FMTP*	1.25	1.25
LIPA	2–5	1

Source: Estimates based on data collected for case studies.

*Note: This figure does not reflect the cost of graduates' salaries.

Diverse funding models were established for the institutes analyzed. In principle, two main models are possible: under the first model, the school receives funding from the public budget or from another source such as development partners, to fully cover all overhead and training costs, and therefore does not need to charge fees either to MDAs or individual students. Under the second model, annual training budgets are provided to MDAs, which can then choose how to allocate those funds—for example, on courses held at the national public sector institute or elsewhere. This requires the national institute to compete for students, and to charge fees on a cost-recovery basis.

The first option can give the institute more certainty of funding if allocated budgets are broadly adequate and if budget execution is aligned with plans, but can reduce the incentives to respond to MDA needs. The second modality provides a strong incentive to be responsive, but if it is the only modality, may make it challenging to cover core administrative costs (and creates incentives to attract additional students who are not public servants); and also creates a risk if budget allocations to MDAs fall short during the year. To ensure adequate funding for an institute in fiscally highly

¹⁸ An exact comparison of costs is difficult, since having a national institute of public administration may reduce reliance on TA over time, but will not do so completely or quickly; similarly, it may reduce, but not eliminate the need for training abroad, in particular for rigorous academic study and special courses (for example, in macro-fiscal modeling). The cost of a single international TA provider in an FCS often runs to around US\$200,000 to pay for fees and flights, and higher if per diems have to be added.

constrained and often volatile environments it may be best to allow the use of various modalities (for example, some core budget funding plus some charges for courses or other forms of generating own revenues).

Table 10. Approximate Per Person Training Fees for Cost Recovery

FMTP	LIPA	CSCU	RMI
Courses are fully funded. No fees are charged.	US\$320 - 8-week course, 16-day course US\$520 - 16-week course	US\$130 - 1-day course US\$650 - 5-day course <i>Using caravan:</i> US\$100 - 1-day course US\$500 - 5-day course	US\$300 - 5-day course US\$600 - 10-day course

Source: Estimates based on data collected for case studies.

In Liberia, LIPA receives an annual allocation from the national budget to cover a share of operating expenses; while FMTP has been fully donor funded. The roughly US\$1 million budget allocation to LIPA covers 4 to 5 months of operating costs, and in addition, its employees are on the public sector payroll. LIPA has also been supported by donor partners, and charges fees for its courses on a cost-recovery basis. However, there have been problems collecting these fees from ministries, departments, and agencies that send staff for training. LIPA reported that an estimated US\$2–5 million a year would be required to carry out all activities as planned.

In contrast, the FMTP has been entirely funded by two Bank projects (Economic Governance and Institutional Reform Project, and subsequently, the Integrated Public Financial Management Project). The program’s budget is approximately US\$1.25 million per year. It does not raise own-source revenue. The conception of FMTP as a time-bound program that would eventually be merged into the UL made this option possible, and lifted the need to seek financial sustainability that most other institutes would face.

In Rwanda, funding for RIAM was allocated as a line item in the national budget, while the successor institute, RMI is expected to gradually raise more revenue through fees. While receiving most of its funds from the budget, RIAM was already allowed to raise funds through the provision of services or by renting its property. However, in 2011, own revenue raised by RIAM made up only 2 percent of its annual budget (RMI 2012, 48). As a public corporation, RMI will be expected to rely less on national budget allocations and more on fees charged for services. This includes covering the cost of staff salaries. The NCBS which oversees the capacity-development efforts, reimburses RMI for short courses delivered based on the number of people who complete the training. The fee charged for public sector staff is roughly US\$58 per day. For the private sector, the cost is roughly US\$88 per day. RMI’s annual action plan estimates the institute will

need roughly US\$4.3 million to achieve its planned activities. In addition, donor partners have funded specific programs at RMI.

The establishment of the CSCU was financed by the Bank’s Uganda Public Service Performance Enhancement Project (UPSPEP), which contributed US\$6 million toward: construction of CSCU facilities in Jinja (US\$2 million), operationalizing the CSCU (US\$2.5 million), strengthening policy research (US\$0.5 million), and supporting implementation of innovative ideas (US\$1 million). As of December 2014, the CSCU had not yet received any budget allocations outside of the Bank-financed project, and there are no mechanisms in place to allow CSCU to retain any revenue generated from services or rental of facilities. Discussions were ongoing between stakeholders at CSCU, as well as within the Ministry of Finance and the Ministry of Public Service about how best to strike a balance between the models described above (financing from public budget versus from cost-recovery fees). One specific concern was how to ensure that CSCU stays responsive to MDA needs, while also ensuring affordability and access for less well-off subnational districts that have limited training budgets.

5.4 Internal and external partnerships

All of the schools studied have ongoing relationships with other domestic institutions, and additionally with external organizations. All institutes had partnership arrangements—with regional schools of public service, regional professional associations, and international institutes of public administration. In addition, the relationship with donors has not only entailed funding, but also advice on training content and curricula design. The following highlights some of these arrangements, and a more in-depth discussion is provided in the detailed case studies located at the end of this note.

The FMTP stands out as well-functioning example of collaboration with other government institutes. As noted above, the UL collaborates on curriculum design and awards degrees to graduates. Further, the CSA arranges placements for graduates in the public service. This stands in contrast to the experience of LIPA, which has had difficulty in coordinating selection of students, curriculum design, and monitoring of results with the CSA. Additionally, FMTP was established in collaboration with Bank staff who helped shape the objectives and scope of the program (that it would provide in-country training to young professionals), as well as its recruitment procedures—which has a reputation as being extremely competitive (see Section 6.2).

For the CSCU, there was also a strong working relationship with Bank staff supervising the UPSPEP. Additionally, from 2006 until 2014, CSCU had a twinning arrangement with the Government of Ontario (GoO). GoO and Ministry of Public Service officials built sustained, close working relationships. As the result of multiple engagements over time, they jointly identified the need for training in leadership development, competence-based recruitment, and performance management. Curriculum for these modules was developed jointly, and were the first modules delivered by CSCU.

For RMI/RIAM, the role of partnerships has been central. As discussed further below, RMI does not have strong in-house capacity to design or deliver courses. Rather it has served as a coordinator of programs executed by nationally recruited consultants or executed by faculty from foreign universities or national civil service training institutes, with funding from development partners. Courses delivered by faculty from abroad have been well received. Graduates have received degrees from these partner universities, which has enabled RMI to offer in-country degree programs even though it is not itself accredited. A core partnership has been that with Maastricht University (MSM) which began in 2000. Beyond delivery of training, the partnership has included mentoring of RIAM/RMI staff on the daily management of the institute, as well as assistance in carrying out institutional assessments and developing two strategic plans.

6. Faculty, Curriculum, and Training: The Outputs

6.1 Faculty and staff

With regard to staff, across the three wider-reaching institutes (LIPA, CSCU, RMI) staffing plans envision a higher number of core administrative and management employees than are actually in place. For CSCU, this may be driven by the fact that it had been operating with minimal staff while its facilities were under construction and before it could scale up operations. For RMI, repeated leadership changes (as noted in Section 5.1) appear to have limited the institute’s development in recent years.

As teaching faculty, both CSCU and RMI use short-term contracted staff, but use different sources with differing impacts on the quality of courses offered. For the CSCU, trainers are active members of the public service from a wide array of ministries and local government, who are contracted on an as-need basis.¹⁹ Parent ministries pay trainers’ regular salaries for the time they are away from the office. The CSCU pays travel, per diem, and teaching allowances equivalent to US\$200 a day, which is considerably less the estimated US\$500 a day it would cost to hire from the private sector. In addition to cost-effectiveness, representatives from MoPS noted it is easier to replace instructors who cancel at the last minute because of the large pool of certified trainers on whom they can draw. Instructors receive support prior to running courses. They arrive early to prepare material, practice lectures with CSCU full-time staff, and receive extensive coaching. Feedback from civil servants who have taken CSCU courses reflect that instructors are seen as credible, in particular because they are active public servants with relevant experiences to impart.

Table 11. Summary of Faculty

	Strategy for Hiring	Local or International?	Salary (US\$)
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¹⁹ If full-time trainers are eventually required, there are regulations in place that would allow CSCU to second certified trainers from their parent ministries to the college on a full-time basis.

RMI	Part-time consultants Partner organization trainers	Local staff International staff from partners	200–250 a day
CSCU	Part-time trainers drawn from civil service	Local staff	200 a day
LIPA	Full-time faculty, some part time	Local staff, some visiting professors	105–180 per lecture* (35–60 per lecture hour)
FMTTP	Full-time faculty	Local staff	n.a.

Source: Authors based on information received from the respective institutes.

Note: * The average lecture is 3 hours long.

Short-term contract trainers are seen to be a constraint on the quality of training for RMI.

For the delivery of NCBS-funded short courses, RMI relies on consultants hired on a part-time basis. After the training calendar is developed in alignment with NCBS, RMI advertises for consultants. As described below, RMI coordinates with consultants on the development of curriculum. If a specific course is offered multiple times in a year, multiple consultants may be hired. Training department staff reported it can be difficult to find one person with the availability to conduct every session. While some consultants may come back each year, most do not. If approved and implemented, the new organizational structure will put more emphasis on ‘in-house’ capacity to build curriculum and carry out short course training.

6.2 Selection of students

Ensuring the correct ‘match’ between those entering a classroom and the training offered is critical if training is to be effective. Of the four institutes studied, FMTTP has the most rigorous selection process, through a competition which is open to all Liberians between the ages of 21 and 40 years. Interested candidates are invited to apply, and those who meet academic selection criteria are invited to take an entrance aptitude exam. The 60 applicants with the best score are invited to interviews, and 30 are invited to join the FMTTP program. The process is generally viewed as rigorous by students, faculty, and government agencies. In part, this system evolved because the program is funded solely by a development partner who insisted on such a process.

All three other institutes mainly train civil servants already in post, and mostly take on students without ex ante testing. By design, the CSCU intends to reach all public officers in each courses’ targeted cadre. Thus, it is more a matter of matching public officers with the right course, rather than selecting the most qualified candidates for a narrow program. Because the CSCU was only recently established, and because there is a backlog of public service staff to be trained, it has begun by engaging selectively with interested MDAs and local governments. So far, the client MDA determines how to select or nominate trainees. The Ministry of Transport and Works, for example, invited all 78 U3 and U4-level staff (senior and technical officers) to participate in performance management and all 56 U1 and U2 staff (from heads of department to principle officers) to participate in leadership and management development. Technical courses are attended

by civil servants requiring a specific skill set. For example, Public and District Service Commissioners were trained in competency-based recruitment.

Table 12. Summary of Student Selection

	Selection of Students	Perceived to be Well Targeted?
RMI	For short courses sponsored by NCBS, the list of training beneficiaries is drawn from MDA training plans. For longer courses sponsored by partners, selection varies. For some, applications have been vetted and students admitted on the basis of their qualifications.	Matching trainees with their general area of interest has not been a problem, but ensuring the right ‘level’ of training based on job level or previous training has been a challenge. For partner programs, the experience has been mixed. While some have managed to get the ‘right’ group in the room, others have had difficulty attracting the target audience.
CSCU	Initially, ministries receiving training from CSCU have invited all staff at relevant grade levels to join. There is an intention to offer specific training to all civil servants within relevant grades (leadership for managers, induction for new hires).	Yes. Perception that the ‘right’ people are being selected for training.
FMTF	Applications accepted and vetted for minimum qualifications; qualified candidates invited for competitive national exam and interviews	Yes. Perception that the application is rigorous and produces a strong pool of trainees.
LIPA	In-service training for newly recruited civil servants is carried out jointly by LIPA and CSA; for other courses ministries select trainees or civil servants may choose to enroll and pay their own way; for certificate and diploma courses participants must have Bachelor’s Degree to qualify.	Trainees are not always felt to have relevant background. Facilitators must adapt courses to skill level of those present.

Source: Authors.

For RMI, the list of training beneficiaries for RMI’s short courses is drawn from MDA training plans and compiled by NCBS. Beneficiaries are matched with courses according to generic interest areas, not based on their job level, previous training, or a needs assessment of skills gaps. A 2013 institutional assessment of RMI identified this as a constraint to delivering high-quality training. For programs delivered through partners, selection has varied. For one of the MBA programs delivered by MSM, applications from government and outside of government were encouraged. These applications were vetted and students were admitted on the basis of their qualifications. Some places were reserved for RIAM staff. A similar process was conducted for courses offered through the South African Public Administration Leadership and Management Academy (PALAMA). A call for applications was circulated to ministries. Applicants were vetted and admitted on the basis of qualifications.

For LIPA, there has been an expectation that Liberia’s CSA would participate in the identification of civil servants in need of training, especially with regard to new recruits, but this has not happened as envisioned. Though the CSA is mandated to recruit personnel equipped with the requisite capabilities for entry into the civil service, it has not sent newly hired staff to

LIPA for induction and orientation, or to address any specific skills gaps. Stakeholders noted that getting to this level of synchronization would require further investment, institutional collaboration, and integrated information management. One lesson emerging from the experience of RMI and LIPA is the crucial role played by other public sector agencies (MDAs, and respectively NCBS and CSA) in matching civil servants with the right type of training.

A key consideration in the case of LIPA, RMI, and CSCU is the relatively weak link between student selection, participation in courses, and career progression; there is a direct link only for the FMTP, which places graduates in positions with government ministries.

There are two potential ways to make this link: by using training to competitively select high-potential staff or to make certain training mandatory for holding certain positions (those taking on responsibilities such as managing budgets for an agency, for example). Partly the limited link seen with LIPA, RMI, and CSCU is related to the still limited coordination between the institutes and public sector agencies. For example, though there was an expectation that Liberia's CSA (which has responsibility for recruiting personnel) would assist LIPA to identify civil servants in need of training, coordination between the two has been limited. Another factor driving the limited link with career progression is related to the capacity of the institutes to deliver—for example, CSCU and MoPS officials expressed a desire to make induction at the college mandatory for all new civil servants, but there were perceptions that CSCU was not yet ready to train all incoming new staff. A further factor is the limited ability of the institutes to monitor which civil servants have been trained (see Section 7) and to link this with systems for human resource record keeping.

6.3 Curriculum design

Tables detailing courses offered by LIPA, FMTP, RMI, and CSCU are provided in the case studies below. An overview is provided in Tables 13 and 14.

A key finding is that curriculum design—and especially whether it is well matched to the actual learning needs of civil servants—is influenced by the effectiveness of collaboration with other institutions, especially those with a mandate to assess capacity needs. While RMI, LIPA, and CSCU seek to deliver relevant training, other agencies are tasked with carrying out needs assessments or managing processes to identify skills gaps. Thus, the relevance of the institutes' curriculum depends in part on the quality of these processes—which is not always something the institutes are in a position to influence. Financing-related incentives also play a role—both RMI and CSCU offer tailor-made courses that are designed for the specific needs of the MDA which funds the curriculum design and delivery of a course.

For both the FMTP and the CSCU, curriculum is designed to strengthen the performance of existing or incoming civil servants. Efforts are made to ensure courses are related to specific country regulations, procedures, and norms. For the FMTP, consultations were held with the program's partners (Ministry of Finance and Development Planning, the CSA, the Public

Procurement and Concessions Commission, the UL, and LIPA). The curricula is updated at least once a year to ensure specific course contents are up-to-date and reflect the demand of the client MDAs. For the CSCU, not only is curricula adapted to the country context, it is delivered by civil servants already in their post who are familiar with the details of the regulatory environment and its application in practice. As noted by the Director of CSCU, the emphasis has been “on short courses that focus on specific missing skill set [which] is of great significance to civil service capacity building...training is designed and implemented as a solution to a performance challenge.”

Table 13. Summary of Curriculum

	Duration of Training	In-service or Degree?	Full or Part-time?
RMI	NCBS-funded courses run either 5 or 10 days Partner-delivered training includes workshops (days), short courses (1–2 weeks) and longer-term training (6 months - 1 year).	For programs delivered by partners, graduates receive a degree, certificate, or diploma from the partner organization (for example, an MBA from MSM).	NCBS-funded courses are offered ‘in residence’ in Murabmi.
CSCU	Courses generally run 1 week	In-service training	Day classes
FMTP	FM program runs two years Procurement program runs for one year	For FM program, graduates receive an MBA in Finance from the UL For procurement, graduates receive a Post-Graduate Diploma in Public Procurement Management	Day classes, considered a ‘full time job’
LIPA	8-week certificate courses (2 days a week) and 16-week diploma courses are offered	Certificates and diplomas are awarded.	Certificate courses for civil servants are offered during the day. Certificate programs for the public and diploma programs are offered in the evenings.

6.4 Summary of courses offered since establishment

Table 14. Courses Offered at Two or More of the Institutes Studied

	CSCU	RMI	LIPA	FMTP
Banking and Finance			X	X
Budgeting		X	X	
Communication Skills				X
Customer Service		X	X	
Financial Management		X	X	X
Gender		X	X	

	CSCU	RMI	LIPA	FMTP
Human Resource Management		X	X	
Induction	X	X	X	
Internal Audit		X	X	X
IT and Computer Skills		X	X	X
Leadership	X	X		X
Local Government specific	X	X	X	X
M&E	X	X	X	
Performance Management	X	X	X	
Project Management		X	X	
Public Policy Analysis		X	X	X
Public Procurement	X	X	X	X
Records Management		X	X	
Report Writing		X	X	
Research Methods		X		X

Table 15. Additional Courses Offered

CSCU
Competency-based Recruitment
Innovation Management
Pre-retirement Training
LIPA
Development Management
Hospitality Management
NGO Management
Work Planning
RMI
Business and Small Enterprise Development
Conflict Management
Entrepreneurship and Cooperative Management
Environmental and Sustainable Development
GIS and Remote Sensing
Local Economic Development
Logistics and Stock Management
Office Management
Organizational Change
School Management
Social Development
Strategic Planning and Management
Urban Planning

FMTF
Advanced Accounting I
Advanced Accounting II
Business Law
Corporate Finance
International Finance
Investment and Project Appraisal
Macroeconomic Theory and Application
Microeconomics Theory and Application
Managerial Accounting
Organizational Behavior
Quantitative Methods for Financial Management
Statistics for Business and Management Decision Making
Taxation

CSCU offers two types of training, general ‘cross-cutting’ courses and ‘tailor-made’ courses for specific MDAs and local governments. “Cross-cutting” courses target specific cadres of the public service and cover key skill sets for each group. These were developed with the financial support of the Bank UPSPEP²⁰ and through a twinning arrangement with the GoO. For these courses, inputs to the curriculum came from a needs assessment of the public service, the development of competency profiles for certain cadres of jobs, and a document review, as well as interviews and workshops with Ugandan senior managers. For tailor-made courses, MDAs or LGs approach the CSCU with a specific request. The curriculum is then designed in collaboration with the client-MDA or LG to meet specific needs.

When LIPA was revitalized in 2003, it conducted a national capacity-needs assessment in collaboration with the CSA. This included the circulation of questionnaires, focus group sessions, and interviews with 5 percent of civil servants.²¹ Newspapers publications and feedback from public sector leadership, observation studies, and feedback from MDIs in West Africa influenced the formulation of the curriculum. Customized courses are designed as per the need of requesting institutions. In most cases, the process for amendment and or update to the curriculum is influenced by feedback from students, participants, and client institutions, changes in government policy decisions, and development strategies. This is done every three years. As of 2015, LIPA is in the process of updating its curriculum.

In Rwanda, for NCBS-funded short courses, once the calendar is set, RMI recruits consultants who are responsible for delivering training, as well as designing the specific content for each course. Consultants then draw up specific curricula for their sessions. Detailed

²⁰ Subcomponent 2.1 of UPSPEP allocated US\$0.5 million to operationalizing the CSCU, which included financial support to the twinning arrangement.

²¹ Innovations for Successful Societies interviews covering Civil Service College Uganda (2015).

course outlines, as well as power points, reading lists or other training material is developed by consultants. In some cases, the same basic courses were offered multiple times to the same audience. Further, in contrast to CSCU which builds in time for coaching its trainers, RIAM/RMI has not yet been able to provide very strong mentoring, guidance, or quality control over consultants' work. For programs offered in collaboration with partners, the focus has been on the delivery of Masters, MBA, diploma, or certificate programs, as well as workshops, mostly delivered by partner institutes on RMI's campuses. Partners adapt this training to the Rwandan context both through the independent efforts of their own trainers and in consultation with RMI.

7. What Can Be Said About Impact?

As set out in Section 2, the effectiveness of the public sector is driven by a range of factors or 'ecosystem' of variables (see Figure 1), and the impact of successful initiatives in any one area will depend on whether other variables jointly move toward greater capacity. As a result, even a rigorous, credible program may have limited effect on moving the entire system toward greater capacity if other mechanisms do not also move in the same direction. Furthermore, even if overall improvements in government capacity/effectiveness can be observed, there is a problem of attribution.

Furthermore, there has as yet been no effort at systematically monitoring impact. None of the institutions has yet established systematic monitoring and follow up either at the individual level or at the level of administrative units—albeit some plan to do so in future. The Bank has assessed the success of its support for CSCU, but this does not entail a specific monitoring of what participants have retained from their courses or how they have been able to use this in their jobs.²²

While noting these limitations, this section summarizes what information on impact is available—mainly the number and ratio of staff reached through different levels of training, and key existing information on whether training was perceived as useful and effective. As this section notes, several of the institutes plan to strengthen impact monitoring going forward.

7.1 Number and ratio of civil servants trained

As discussed further below, what we can say about impact is limited by the scope of this study, and by the data the institutes, parent ministries, and donors have collected. One available indicator across all institutes studied is the number of people trained. Given the functionality outlined in Section 5, Table 16 provides an overview of the number of civil service staff reached since the respective establishment of each institute.

Table 16. Reach of Institutes

	Number of Civil Servants Trained*	Percent of Civil Service Reached By Training	Number of Years

²² For the support provided by the Bank to these institutes, an ICR is available for CSCU, but no completed ICR is available for the support to RIAM, and the Liberia operation is yet to be completed.

RIAM / RMI	9,135	8	5
CSCU	2,653	0.9	2
LIPA**	1,485	4	6
FMTP	214	n.a.	7

Sources: RMI, CSCU, LIPA, FMTP, and authors' calculations.

Note: * This reflects the estimated number of civil servants graduating from specific programs or short courses offered. Individuals may enroll in more than one course a year, or may enroll in multiple courses a year. Private citizens may enroll for training, but are not reflected in the figures above.

** This line reflects the number and percent of civil servants sent to LIPA for training by their employer. A further 1,168 Liberians have self-enrolled and paid their own way through LIPA, many of whom may be civil servants. In total the institute has reached 2,653 Liberian citizens. If all were public sector employees, LIPA would have reached 6 percent of the civil service.

In Uganda, as noted above, the CSCU began delivering courses through the ‘caravan approach’ in 2011 and reached 2,545 civil servants through this modality. Before its official opening in November 2014, the CSCU had trained an additional 108 public officers on its campus in Jinja. As noted in Section 3, the CSCU trains public officers serving in a wide array of functions, including local government officials, health workers, and the police. It has not yet sought to provide induction or other courses for teachers (which account for slightly over half of all public sector employees). In total, the CSCU has reached 2 percent of the civil service, excluding teachers (and just under 1 percent if one includes teachers).²³ Of the newly recruited public officers who joined central MDAs since 2011, the CSCU has trained 36 percent, as reflected in Table 17. It is worth noting that the CSCU outperformed the expectations of the Bank UPSPEP results framework, which set a target of only 600 public officers completing a specific training course.²⁴

Table 17. Newly Recruited Officers for Central MDAs Reached by the CSCU

	FY11/12–FY13/14
Recruited Public Officers in Central MDAs	1,734
Number of recruited Public Officers in Central MDAs trained	632
Percent of newly recruited Public Officers in Central MDAs trained	36%

Sources: Uganda Public Service Commission 2014; Programme - The Official Opening of the CSCU 2014; author calculations.

In Rwanda, between 2010 and 2015, RIAM/RMI trained 9,135 civil servants through short courses, workshops, MBA, and diploma programs. This is roughly 8 percent of the civil service—and by far the largest number and share of staff reached among the institutes reviewed here. MBA, MA, and diploma programs targeting mid-level and senior managers have reached 204 civil servants (see Table 18). In a recent action plan, RMI has set out a goal of training 22,532 public servants through government-funded programs between 2013 and 2018. To achieve this goal, it would need to reach roughly 3,750 participants a year, about 1,700 a year more than have

²³ Of the 301,219 public officers in Uganda, over half (165,290) are teachers.

²⁴ See UPSEP ICR.

been trained annually to date.

Table 18. Civil Servants Trained at the RIAM/RMI, July 2010–February 2015

	Total	Percent of Civil Service
Total Trained at RIAM/RMI	9,135	8
Completed NCBS short courses	8,327	7
Trained through partner delivered programs	808	1
Completed diploma, MA, MBA	204	<1

Source: RMI.

Note: Individual civil servants may take more than one course at the college; these numbers reflect the individuals passing through each course rather than through the college overall.

With regard to LIPA, 1,485 civil servants have attended training between 2007 and 2013 (Table 19). Roughly 80 percent of these were sponsored by government; the remaining 20 percent of civil servants paid their own way, or were privately sponsored. LIPA has provided training to an estimated 4 percent of Liberia’s public service. An additional 1,168 Liberians have completed coursework at LIPA. Since January 2007, 60 percent of people trained at LIPA have been men, 40 percent have been women.

Since its establishment in 2006, the FMTP graduated 111 people from the two-year financial management component, and 54 people from the procurement component. For the financial management component, 14 percent of the first cohort were women. For the second, the figure was only 4 percent, but increased to 24 percent for the third cohort. Of those accepted into the fourth cohort, 9 percent were women.

Table 19. LIPA Trainees (January 2007–February 2013)

	Number	Percent
A. Civil Servant?		
Yes	1,485	56
No	1,168	44
<i>Total</i>	<i>2,653</i>	<i>100</i>
B. Sponsored By Government?		
Yes	1,177	44
No	1,476	56
<i>Total</i>	<i>2,653</i>	<i>100</i>
C. Gender		
Women	1,069	40
Men	1,584	60
<i>Total</i>	<i>2,653</i>	<i>100</i>

Source: LIPA.

Note: Individual civil servants may take more than one course at the college; these numbers reflect the individuals

passing through each course rather than through the college overall.

Table 20. Summary of FMTP Graduates as of April 2015

Cohort	Year of Entry	Graduated	Absorbed into MDA	Percent Absorbed
A. Financial Management Component (MBA)				
1	2007	29	28	97
2	2008	26	22	85
3	2009	28	22	79
4	2011	28	n.a.*	n.a.*
5	2012	21	n.a.*	n.a.*
	Total	132	75	68
B. Procurement Component (Diploma)				
1	2007	24	13	54
2	2008	30	2	7
3	2009	28	n.a.*	n.a.*
	Total	82	15	28

Source: FMTP.

Note: An additional 30 people are being trained in the procurement component, but have not yet graduated.

* Data was collected before graduates from ‘Cohort 4’ had completed their four years of service with their assigned MDA.

Overall, these figures indicate that reaching an entire civil service through public sector training efforts is challenging. The Ugandan experience indicates in particular that in-country organized training can target training public servants at subnational levels in ways that a less institutionalized and country-led effort would struggle to do. The NCBS-organized and contract-based delivery in Rwanda has allowed the widest reach, but this has also entailed some weaknesses and variation in the quality of courses delivered.

In-depth training—as provided to some groups at RMI in Rwanda and through FMTP in Liberia—focuses on a much smaller group; while it has in principle the potential to deliver very important core and specialized cadres. The performance and career development of these trainees would be most important for subsequent follow-up—and could be compared to similar staff who received training abroad—to understand whether the investments made have an impact; and also the potential for cost savings relative to out-of-country training. Furthermore, for short-term courses targeting broader cohorts, it could be attempted to monitor whether there are unit-wide improvements for example, in processing information and following rules as intended that can be observed once a critical share of staff have participated in training courses. To do so would require baseline (pre-training) and subsequent (post-training) assessments for the overall

effectiveness of specific units.

7.2 Quality of the training

CSCU

Given that the CSCU is still new and not yet at full capacity, it is not yet possible to fully understand the impact the college will have on civil service performance in the longer run.

There are some early indications of possible positive impact. The public officers interviewed for this report²⁵ mentioned the importance of the practical training offered by the CSCU. In comparison to other in-service training they had received—which was academic, abstract, or based on case studies from other countries—it was noted that the college’s programming focuses on skills necessary for the day-to-day jobs of civil servants. It was also noted that CSCU trainers were dynamic and engaging, capturing the attention of even those who were initially most skeptical or uninterested in the course. Multiple people interviewed for this study mentioned that both the relevance of the material and dynamic trainers convinced them to recommend CSCU to other colleagues or to send their employees through the college.

In a 2014, CSCU carried out an evaluation on the post-training application of learning focusing on an induction course for Deputy Chief Administrative Officers (DCAOs) held in November 2013. In this evaluation, the CSCU reports 95 percent satisfaction (‘very good’ or ‘excellent’). DCAOs reported they gained knowledge (33 percent ‘significant’, 49 percent ‘somewhat significant’) and skills significant for their job (79 percent) (CSCU 2014a, 11). The evaluation also notes that as part of the course, it became apparent that DCAOs were not using computers in their daily work. Most handwrote memos and other material, which were typed by secretaries and revised by hand. As a result of the training, DCAOs report using their laptop computers more frequently, especially MS Word and email functions. In interviews for this case study, the head of the Public Service Commission reported that after District Commissioners attended training on competence-based recruitment, complaints about hiring practices from some of the most ‘troublesome’ districts decreased.

RMI

Based on interviews carried out for this report, it emerged that there is some disappointment with RIAM/RMI’s performance among stakeholders. This largely has to do with issues around management of the institute, which then affected its ability to deliver, and also appears to be one of the drivers of the 2013 reorganization of RIAM into RMI. On the positive side, since its establishment, functionally, RIAM/RMI has been able to serve as a coordinator of training for public servants, and as a hub through which partners have delivered training. Partner programs in particular have been viewed quite positively. One successful example was the 2003–

²⁵ Approximately 20 public officers from the Public Service Commission, Ministry of Works and Transportation, Ministry of Finance, Planning and Economic Development, Ministry of Defense, and Ministry of Public Service were interviewed for this report.

2004 MBA program for government officials delivered by MSM. Those involved report that the cohort of young, energetic civil servants graduates who went through the program are now ministers, ambassadors, and other senior level offices. A tracer study is being developed to better understand the impact of this program.

LIPA and FMTP

There has been limited reporting on the quality of training at LIPA, or perceptions of impact. This has been attributed to the poor coordination between LIPA and the CSA, whose mandate would include monitoring the outputs and outcomes of civil service training. On the other hand, stakeholders interviewed for this report provided positive feedback on certain aspects of the courses, including from local government and the Ministry of Education. Positive comments were given with regard to courses targeting women leadership in particular. In addition, the willingness of some civil servants and the demand from non-civil servants indicates that there is a perceived benefit to completing the training at the institute.

The FMTP is perceived to be rigorous, and there has been great demand from within MoF and from line ministries for FMTP graduates. This seems to be driven by the caliber of graduates, who are seen to be the most computer-literate and competent public finance professionals in the country. Stakeholders interviewed for this report also provided positive feedback. One graduate of the procurement program reported that he was better able to connect the theoretical components of public procurement with the legal framework and practical elements of day-to-day procurement management. Others attribute the increases in accountability; improvements in open budget preparation; and timely reporting on national expenditure to the contributions of program graduates. To move beyond perceptions, a graduates' monitoring scheme has been introduced to monitor the extent to which graduates are applying knowledge and skills acquired during training. It also aims to assess the impact of graduates' contribution to procurement and financial management activities at the ministries and agencies where they were deployed.

An evaluation of the FMTP was conducted in January 2013, indicating some of the savings that can be made when well-trained national staff become available. After completing the coursework, FMTP graduates are given four-year placements with government MDAs. At the end of these four years, there is an expectation that graduates will be absorbed into the regular civil service and onto the nominal rolls of their 'host' agency. Given that a first batch of graduates was slated to complete its four years of service under their FMTP compacts in April 2013, the report commented on the absorption and regularization of 'alums' into the civil service. It found that as of January, 34 percent of graduates had already been absorbed onto their ministries' payroll. The report also found that FMTP graduates had specifically been assigned to specialized projects funded by donors. Here, the goal to replace external TA with competent, and less expensive, national staff seems to have succeeded. The report found that the salary of other project staff was almost three times higher than that of the FMTP graduates. The key challenge for the sustainability

of impacts of the program is whether graduates will be willing to work for lower regular public sector salaries and for how long.

7.3 Institutes' performance and trends in overall public sector effectiveness
It is worth considering how the tentative impacts of the institutes observed here correspond with the CPIA and WGI government effectiveness trends laid out in Section 3. Given the problems of attribution noted in Section 2, it is not possible or sensible to draw a causal link between training efforts made and overall governance trends. However, it is useful to locate these schools within the wider context of these trends, and whether they appear to have corresponding or diverging trajectories.

A corresponding trajectory between the quality of training institutes corresponds to the quality and/or trends of overall perceived public sector effectiveness could also be expected due to reverse causation—for example, a country with an already better-functioning public sector could be expected to have a higher likelihood of establishing a well-functioning public service training institute. In sum, for Liberia, there is some correspondence in trends between the establishment of LIPA and the FMTP and gradual improvement in indicators, but interestingly, less so for Rwanda and Uganda. It is important to underline that the number of cases considered here is very small and was selected to include challenging but reasonably successful postconflict cases.

For Liberia, government effectiveness and public administration quality is seen as gradually improving from an initially very low base. LIPA has been reestablished with some success; while there is still a long way to go with regard to increasing the reach and quality of training, and also of establishing an effective relationship with the CSA. FMTP has been stronger, but this has been achieved while operating as an externally funded and supervised 'enclave'. According to CPIA data, progress has been greater for PFM than for public administration generally.²⁶ This is consistent with the fact that particularly intensive attention has been focused on PFM strengthening, through GEMAP and the FMTP as an associated effort. It remains to be seen whether the upward trend can be continued as the country recovers from the shock of the 2014–15 Ebola crisis.

Rwanda has developed the best-performing public administration among the group; and governance data indicate that significant gains were made in the early 2000s—coinciding with the early period of RIAM's existence. Yet this presents a puzzle; though RIAM/RMI has carried out training on the largest scale of the institutes reviewed here (and targets a further quantitative expansion), there appear to be weaknesses in the quality of the short courses offered, as well as in matching the right staff with the right training opportunities. Since 2007, the institute also suffered from several turnovers in leadership. This stands in contrast to the overall perception

²⁶ Budget management received a CPIA rating of 3.0 for 2013 and 2014; the quality of public administration rating has remained at 2.5.

of comparatively effective governance in Rwanda.²⁷ Establishing a monitoring system may be particularly valuable; and Rwanda is likely to be an interesting case to revisit over time, as over the coming decade, a high ratio of core civil servants at central and subnational levels should have been reached by training efforts. The coordinating role played by NCBS is also an important asset in principle.

In contrast to Liberia and Rwanda, public sector performance in Uganda is seen to have made gains in the 1990s, but then to have largely stagnated and according to CPIA data, having declined in particular with regard to PFM since 2010. Thus, key gains were made during the initial postconflict period.²⁸ In this case, the link takes a different form: the effort to establish a training institute responded to the perceived stagnation in gaining further effectiveness, as indicated by some of the policy documents highlighted in Section 4.2. If the renewed attention to improving public sector governance that this motivation signals will truly be effective remains to be seen in the coming years.

8. Conclusion: Interesting Findings and Emerging Lessons

This note has sought to take a granular look at the experience of establishing public service training institutes in three countries that have emerged from conflicts and that have been seeking to build greater government capacity. These efforts have been supported by external partners, including the Bank. The empirical range of experiences included here is limited—in particular, the team did not visit any countries where efforts were made but failed altogether. Keeping these limitations in mind, the following insights can be drawn from the experiences reviewed:

- (a) *Public sector training institutes are relatively low-cost.* LIPA, FMTP, and CSCU all cost roughly between US\$1–2 million a year to operate—albeit optimal budgets that would allow further improvements are likely to be in the US\$3–4 million range. This is a relatively low-cost investment, relative to potential savings on technical assistants and out-of-country training. For investments in FMTP-style programing that can contribute to replacing international technical assistants within 2–3 years and also for in-country in-depth senior management training as offered through RMI, the cost-effectiveness is most directly measurable, while for other training programs the effects are more diffuse.
- (b) *Effectiveness of institutes remains as yet uncertain, with some positive indications.* Given that none of the institutes have implemented systematic M&E so far, reliably assessing whether they are effective at increasing individual and ultimately

²⁷ As in Liberia, the rating for budget management has been somewhat higher than for public administration, with the former rated ‘4’ on the 1–6 scale since 2006, while the latter is rated 3.5 (with a single rating of 4 in 2010). See Figure 2.

²⁸ The CPIA rating for PFM slipped from ‘4’ to ‘3.5’ and then ‘3’ since 2010. For 2014, it increased again to 3.5. The CPIA rating for public administration has remained at 3 for the past decade.

institutional capacity is not possible for the time being. Short-term courses are generally not able to fundamentally address skills gaps; but if civil servants have at least ‘good enough’ general training, they can make a difference in understanding processes and specific (and often recently introduced) public sector rules and systems—similar to in-house training run by many types of public and private organizations around the world. Available evidence suggests that participants assess training positively—but this would need to be corroborated through more robust assessments such as systematic surveys and performance assessments prior to trainings, as well as after some time after trainings has elapsed.

- (c) The two cases of in-depth courses covered—those offered by the FMTP and run at RMI—still significantly rely on external partnerships; however, bringing them ‘in-country’ seems cost-effective and is likely to have positive spill-over effects (for example, FMTP has hired and trained local faculty to deliver courses enabling repeat training for multiple cohorts which is often needed in fluid postconflict contexts; and country-based in-depth training may reduce the tendency of such staff being lost to international migration—while trained staff may still leave the public sector after their required years of service). It is also relevant to recall that most countries which are widely recognized as having pursued successful public sector strengthening have used training institutes as one element in pursuing this goal. This is the case for example, both in Malaysia and Ethiopia, as well as many EU accession and neighborhood countries.
- (d) *Developing sufficient reach is a key challenge.* As the cases analyzed indicate, the challenge of reaching a significant share of staff is high: in Liberia and Uganda, so far, only 0.5 percent of civil servants are reached through institute-based training annually; while in Rwanda, the rate has been 1.8 percent per year. Thus, in principle reaching just 20–30 percent of staff would take about one decade in Rwanda, and at current rates four decades in Liberia and Uganda.²⁹ Governments and development partners may jointly want to consider how such rates can be increased, for example, through developing some initial simple options for ‘multipliers’ who bring training back to their administrative units, and some initial simple use of virtual training. In addition, this challenge speaks to the need for establishing systematic training efforts as early in a postconflict situation as possible.
- (e) *Public sector training efforts are more likely to be well calibrated and have an impact if there is an effective institutional interplay shaping the functioning of capacity-building efforts.* In Rwanda, NCBS sets the training calendar and identifies trainees. In Liberia and Uganda, the CSA and Public Service Commission

²⁹ Since short-term courses offered by development partners and TA efforts often continue in parallel, the actual number and share of staff reached through some form of training is higher; but it is even more challenging to systematically track who was trained in what.

(respectively) have yet to make attendance at induction training mandatory or link training with career development. The Ministry of Finance plays an important role in guiding the FMTP. Thus, policymakers wishing to support effective training need to consider the wider context, and how best to calibrate and link institutes' mandate and functions.

- (f) *Linking recruitment to in-depth pre-service training is potentially an important avenue towards increasing impact; but in postconflict situations there is also inevitably a need for significant in-service training.* In-depth and short-term training can be combined within one institute, as in the case of RMI; or take more separate forms as in Liberia. Recruiting based on competitive entrance exams can help to select and then grow key staff, but such a system is more demanding to establish. Short-term training has an important role to play given also some of the specific conditions of a postconflict country: staff often come together from very diverse backgrounds—including having spent time abroad or fighting—and ethnic diversity and divisions may need to be addressed. Moreover, there is often a significant creation of new rules and regulations in postconflict situations, and short-term courses can greatly help staff to be familiar with regulatory requirements. For shorter programs it may be sensible to establish a basic screening of general qualifications needed to absorb the material being presented, and to ensure that civil servants are matched with the right level of training. Screening and competitive recruitment tend to be politically more sensitive and challenging than training as such for the reasons noted in Section 2.
- (g) *Monitoring of impact should be considered and established early; and more effort needs to go in this direction—including support from development partners.* As the case studies indicate, there are intentions for better monitoring, but these remain at early stages. Public service institutes or their managing secretariats can be crucial hubs for collecting information about what training has been delivered and which agencies and individuals received what training—including courses delivered by these institutes themselves, and ideally also through other capacity building efforts. Further, as discussed by the Director of the CSCU, tracer studies can help to establish “whether a training solution works or not, identify challenges and opportunities and help to design workable solutions.” Better impact monitoring would begin to provide a better handle on the process of capacity development in postconflict environments, and how these efforts can be improved. Being able to demonstrate impact could also facilitate attracting sustained funding. Establishing monitoring mechanisms may need some early provision of funds and advice from external partners, as most postconflict governments are not able to provide more than a minimum for operating such institutions.

Specifically, institutes may consider tracking information that could address two sets of questions: (a) did the individual trainee absorb material covered in the course? and (b) did specific institutional capabilities targeted by the training improve? The first could be assessed through a simple pre- and post-test. The second could be tracked by following up with managers or internal or external clients of those trained. Specifically, institutes could try training sets of participants from the same ministry or agency to increase the ‘saturation’ of training on legal provisions, processes, and systems. Following up about whether specific processes have improved within specific agencies or departments would then be easier to assess compared to tracking individual performance or contribution to improved ways of working.

Beyond these cross-cutting findings, each of the countries and institutes revisited for this study had some features that stand out as worth considering by others:

- *Getting the leadership structure and selection of good leadership right is important for establishing well-performing institutes.* The cases highlight the importance of a leader who is passionate about the mission of the institution, but who can also champion the institute with relevant supervising ministries and among political and fiscal decision makers. Linked to this is the importance of *political support*, which came from the President in the case of Uganda and from the Minister of Finance in the case of the FMTP. Conversely, RMI indicates that problems with leadership selection and continuity affect an institute’s performance.
- *To select good management and establish effective relationships with other institutions* (for example, Ministries of Public Service and the MDAs sending participants for training) *requires political backing and attention especially during critical early periods.* In all three countries studied here, political leadership has sought to strengthen public services, while also pursuing competing goals to different degrees (ensuring political loyalty, balancing different vested interests).
- *Utilizing a pool of civil servants as trainers complemented by in-house staff:* A big risk of institutes of public administration in a low-income country is that it is difficult to attract sufficiently good staff for delivering quality courses, and the range of course material to be delivered is quite wide as discussed in Section 6. Therefore, some outsourcing is sensible. Contracting experienced civil servants as trainers seems to be a better model compared to contracting freelance consultants; while in addition, some in-house capacity to help trainers shape their courses appears to make an important contribution to the quality of courses.
- *Delivering of quality training early on contributes to creating demand and credibility and partnerships can help strengthen performance during early periods.* In particular, CSCU has managed to deliver training that appears to be perceived as well designed

and relevant, and this has started to lead to additional demand. This aspect is challenging at early postconflict stages, but can be addressed. FMTP benefited from close partnership with Bank teams. With regard to the courses themselves, the most well-received programs at RMI early on were delivered by MSM. CSCU benefited from a long and collaborative relationship with the GoO. These successful partnerships were sustained over a number of years.

- *A mobile approach offers an interesting option for reaching subnational levels.* Reaching local government staff is increasingly important as populations expand and more functions are devolved in many countries. Establishing permanent regional subsidiaries would be (too) costly in many situations. The ‘caravan approach’ as used in Uganda prior to the construction of CSCU’s campus proved feasible and cost-effective. Going to counties rather than delivering courses at a central campus also allowed the CSCU staff to assess the overall context in which subnational staff carry out their assigned functions and contribute to resolving bottlenecks beyond ‘training’ (for example, the absence of laptops was a key constraint on IT literacy and actual use of IT for day-to-day operations).
- *Long-term partnerships with other more well established institutes—both regional and global—can make important contributions.* Where these partnerships have been effective for RMI and CSCU, they go beyond one-off inputs such as development of curricula or a strategic plan. Rather they included longer-term relationships, allowing individuals involved to interact repeatedly over time, and to gain sufficient understanding of the context to be able to provide quality and relevant inputs; and sustained inputs to developing and also delivering course content. The overall recovery and strengthening of tertiary education in Africa in particular offers opportunities for increasing regional relationships between more developed schools of public service in the region and those in countries in earlier postconflict phases, such as South Sudan and Somalia (both of which have strong ties in particular with Kenya and Uganda).

Overall, the experiences reviewed here indicate that what has been achieved by the four programs reviewed has benefits, but is still limited with regard to making a dent in postconflict capacity constraints even in the narrow sense of closing or reducing specific skills and knowledge gaps. A clear benefit relative to short-term courses delivered by consultants contracted directly by development partners is the fact that course materials have been more tailored and that curricula can be retained and repeated. For the majority of civil servants reached, training still remains short-term, and there is as yet little systematic follow-up. Short-term courses may have benefits where most public servants have the required general skills for their positions, and where training can focus on specific areas, new regulations, or similar issues (as in Uganda). Where existing skills tend to be weaker and more uneven (as in Liberia and other postconflict

countries such as South Sudan, Somalia, or East Timor), in-depth investments in key cadres, as well as training in general skills will be important complementary efforts.

Thus, in each postconflict country, governments and development partners may need to carefully consider options for the delivery of public service-focused training efforts. This includes options for offering sequences of courses that can build greater knowledge over time, and for more in-depth pre-service training of 3–12 months, possibly in combination with some on the job induction. Reaching a sufficiently large number of existing and newly recruited staff through more in-depth training would, however, imply a higher cost—which so far both governments and development partners seem reluctant to incur. There may also be opportunities to deliver at least some training virtually, as public sector staff increasingly have at least some computer access and literacy.³⁰ Again, investments in monitoring of effectiveness will be essential for capturing what types of investments can best deliver tangible increases in capacity; and this will require some political will to ‘open up’ to surveys and other ways for monitoring impact.

9. Priorities for Further Work

Stabilizing fragile states and achieving greater resilience continues to rise as a key priority for the international community. Especially for low-income countries, capacity development of the public sector is a crucial aspect of achieving more effective and well-performing institutions. Noting the range of factors that influence public sector capacity in Section 2, this study has honed in on one particular mechanism—that is, delivery of training through in-country, government-managed, public sector training institutes.

In parallel to this effort, complementary granular evidence on several related factors and how they evolve in postconflict environments is beginning to emerge, for example, through case studies on pay (Bhatia and Prasad, forthcoming) and on how choices are made between building capacity and outsourcing service delivery (Srivastava and Blum, forthcoming). While all of these are important contributions, there are a number of issues which still need to be covered, or for which evidence from a wider range of countries/experiences is needed.

The following aspects are suggested as key priorities for further analytic work. These are identified as priorities with regard to providing policymakers and development partners in postconflict environments with important insights for shaping capacity strengthening efforts.

- *With regard to training as such, it would be valuable to generate a wider range of empirical insights, possibly adding at least three further experiences) including some Francophone African countries, as well as low-income fragile states in other regions.*

³⁰ These could be distributed on plug-and-play devices rather than online, given that access to higher-speed internet is mostly still limited and costly.

- *An exploration of the modalities and effectiveness of on-the-job mentoring and complementarity with classroom-based courses; and assessments of the effectiveness of these modalities.* As noted in Section 2, this is often prescribed as part of TA, but is widely perceived as not very effective—but without a clear evidence base. It would also be interesting to explore options for impact monitoring that cover both classroom-based and on-the job training, in particular for staff in core MDAs where significant TA is prevalent (Ministries of Finance, planning agencies, Ministries of Civil Service, revenue agencies, and so on). Efforts at building impact evaluation systems into capacity development in several low-income, postconflict countries have been initiated (for example, in Guinea, Democratic Republic of Congo, Liberia, and South Sudan), and should yield first results over the coming 2–3 years.³¹ To deliver a set of policy-relevant insights, the rigorous but narrow focus of IEs may still need to be complemented with wider monitoring efforts.

Regarding other factors in the ‘ecosystem’ shaping public sector capacity:

- *The organization of and options for improving recruitment functions*—either early on or (more challenging) once relatively poor recruitment has taken place on various scales.
- *Further work on levels of public sector pay in a wider range of postconflict and other low-income countries*—with regard to pay scales and their composition and options for flexibility in volatile environments, fiscal affordability, competitiveness with salaries offered by development partners and NGOs, and motivation. Initial studies have recently been completed (Prasad 2015; Srivastava et al., forthcoming), but this is an area in which further work would be valuable.
- *Work on employment conditions and security of tenure* and how to weigh a potential need for turnover with the need for preventing politicized layoffs (for example, after a turnover in government); this would help calibrate technical advice on how to shape civil service legislation in postconflict contexts.
- *Further work on the composition of public employment relative to key service delivery areas:* basic data on the civil service—such as total numbers employed, distribution across levels of government and across sectors—remains surprisingly scarce; making it more challenging to provide evidence-based recommendations on good practices in this regard.
- *Experiences with establishing public sector pension schemes after a period of conflict.* The need to establish such schemes recurs across postconflict countries; and

³¹ See http://siteresources.worldbank.org/INTDEVIMPEVAINI/Resources/ieGovern_flyer.pdf.

while such schemes remain missing, a renewal of the civil service often remains difficult. However, fiscal costs as well as the institutional arrangements for administering such a scheme can pose important challenges—and learning lessons from experience would provide an important input.

- *Identification of what works with regard to performance-oriented management in challenging environments.* As the experience of Rwanda and several other countries indicate, clear political communication and commitment to achieving results is essential for making significant gains in government effectiveness. At the same time, many efforts at transferring specific mechanisms for performance-oriented management in low-capacity environments have not been successful, and can even distract from efforts at establishing basic functionality. Understanding better where and how to invest in performance management in postconflict countries could potentially be important.

As further empirical work is carried out and becomes available, a more comprehensive analysis should become possible in the sense of seeking to identify the relative contribution made by each of these factors, as well as their sequencing over time.

Annexes

Annex 1: Civil Service College Uganda

The CSCU was established under the Ministry of Public Service in July 2010 at the written request of the President of Uganda. Planning for and construction of a facility began in June 2010. Simultaneously, CSCU began training civil servants through an innovative process known as the ‘caravan approach’. This provided a mobile training van with all the facilities required to support a learning intervention and trainers would move in the van to wherever they needed to be in the country and provide training. Construction of facilities located in Jinja, about 1.5 hours outside Kampala, was completed on June 2014 and classes on campus began in September 2014. The college was officially opened by the President of Uganda on November 17, 2014.

Rationale for establishment

From 1969 to 1992, Uganda had a national training institution, the Institute for Public Administration (IPA), which was part of the Ministry of Public Service. Its mission was to provide training to mid-level civil servants across government, and it offered courses to university graduate recruits into the Ugandan Public Service. Initially financed and staffed by development partners, the IPA faced a number of management and budgeting challenges over the course of its twenty-year history. These included reliance on MoPS for decisions on key management functions like hiring, firing, and disciplinary actions. Because IPA did not manage its own budget and was not a signatory on its own checks, its funding could be easily reallocated to other ministry priorities. Further, rather than attract top quality teaching staff, the IPA became a place to ‘park’ civil servants who had failed in other posts (Kalebbo 2005).

Given these challenges, the IPA was privatized in 1992 and transformed into the UMI. Its mission became “to strengthen leadership, management, and institutional capacity of public and private sector organizations, NGOs and CSOs” (Kalebbo 2005). UMI continues to offer courses in public administration and offers degrees up to the post-graduate level. Yet, stakeholders interviewed for this report felt that UMI’s programs were not sufficiently oriented toward the day-to-day work of civil servants. It was felt that, though other public administration programs are available in Uganda, a national training institution for civil servants would contribute to improving the overall quality of the public sector by continuously upgrading and refreshing the skills, knowledge, and attitudes of public servants.³²

A 2012 Ministry of Public Service training needs assessment found that civil servants generally were well educated with degrees, certificates and other training relevant to their technical profession. Yet the public service was still perceived to be underperforming. While acknowledging that institutional and structural conditions contributed to the underperformance, it was felt that overall performance could be improved with targeted capacity building to “equip the personnel of public institutions with the competences to perform their everyday duties”³³

³²UPSPEP ICR 2014 (p. 12).

³³ Concept Paper on the Establishment of an In-Service Training Institution for Uganda’s Public Service (12)

This vision was laid out in national development policy (NDP) documents, including the NDP I, which identified establishment of the civil service college as a mechanism for developing a “skilled, able and committed” public service (CSCU 2014b, 11). The establishment of a college was seen as contributing to the objectives of Uganda’s PRSP, especially the development of effective leadership and management.³⁴ CSCU policy documents reflect this mission, describing a mission to “rebuild the public service value system, common ethos, ethics and accountability” and “ensure that Public Officers possess knowledge, skills and attitudes necessary to perform their jobs effectively, take on new responsibilities, and adapt to changing conditions” (CSCU 2014b, 11).

Institutional setup and management arrangements

The task of setting up the institute fell under the mandate of the MoPS Commissioner for HRD. The Commissioner has been a champion of the college since very early on in the policymaking process. A wide range of stakeholders attribute the early successes of the CSCU to her leadership and dedication. She has been and continues to be actively engaged in all aspects of the CSCU, forging partnerships, designing curriculum, navigating internal bureaucratic procedures, overseeing construction, and marketing the college to different clients.

Formally, management arrangements include a Director who oversees day-to-day operations and reports directly to the Permanent Secretary, as well as a Management Committee with representatives from across government. An Acting Director has been in place since June 2014, though in practice responsibility for overall functioning of the college is still shared with the Commissioner HRD. Overtime, it is hoped the Director of the CSCU will assume full responsibility for day-to-day management while the Commissioner HRD will set the policy direction of the college under the Ministry of Public Service. The Management Committee has met three times. It is chaired by MoPS with representatives from Ministry of Local Government; Ministry of Finance, Planning and Economic Development; Office of the Prime Minister, Ministry of Education and Sports; Ministry of Energy and Mineral Development, Makerere University, Jinja District Local Government, and the CSC.³⁵

Facilities

The CSCU has dedicated facilities in Jinja municipality, about two hours’ drive outside of Kampala. Under Phase 1 of construction, with US\$2 million in funding from the Bank UPSPEP the Government of Uganda refurbished the main training building. This contains 4 training rooms, 3 large conference rooms, 3 small meeting rooms, a library, closed and open plan office space for staff, a board room, a document center, and a sick bay. There is space and equipment in place for preparing all training material on site (printing, copying, and binding). At full capacity, the CSCU facilities can accommodate up to 500 trainees at a time.

There are no dormitories, and so trainees who need to stay in Jinja overnight use local hotels.

³⁴ Concept Paper on the Establishment of an In-Service Training Institution for Uganda’s Public Service (5);

³⁵ The MoES representative recently retired and a replacement has yet to be appointed.

There is no dedicated CSCU transportation for trainees, either within Jinja from hotels to the college or back and forth from Kampala. Trainees receive allowances that cover the cost of transportation to and from Jinja. Phase two envisions construction of dormitories and a cafeteria. However funding for this phase has not yet been identified.

The CSCU building has Internet hookups and there are plans to add Wi-Fi. When visited in November 2014, a shipment of laptops from the United Nations Development Programme (UNDP) arrived and was being assembled in the library. No books or reading materials were available. The building has videoconferencing facilities, though these have not yet been tested. Phones lines in the CSCU connect directly to MoPS.

While the CSCU building was still under construction, the MoPS supplied a mobile unit with instructional supplies (computers, speakers, projection screens, loudspeakers). The ‘caravan’ traveled to cities across the country to offer core courses. This ‘caravan approach’ allowed 2,545 public officers to be trained in core and tailor-made courses prior to the completion of CSCU facilities. CSCU officials report that the vehicle has not been difficult to supply or maintain, and none of the equipment has yet broken down or gone missing. Because of its cost-effectiveness, stakeholders plan to continue to use this innovative approach especially to deliver training services to hard-to-reach local governments. The CSCU estimates the cost savings associated with this approach is 19 percent, compared to having students come to the college facility.

Faculty and staff

As of November 2014, the college employs five technical officers (a director, two program managers for training, one assistant program manager and one program manager for administration), one library information staff, three office attendants, two drivers. An IT specialist from MoPS supports the college on an as-needed basis. These are all national staff and employees of the MoPS. The vision is to increase the number of permanent staff over the next year to a total of 25, including the director, five program managers, five assistant program managers, ten program officers, and four support officers. Currently, CSCU is working with the MoPS to draw up job descriptions and hire additional personnel through the Public Service Commission.

Trainers are active members of the public service from a wide array of ministries and local governments. Civil servants can choose to volunteer for the program, though only those recognized as good performers in the relevant material are invited to attend a ‘train the trainers’ session. These sessions review both the material covered in core courses, as well as facilitation skills. As of November 2014, the CSC has certified 255 subject matter and generic training experts (CSCU 2014b, 16).

Certified trainers are used on an as-needed basis. Parent ministries pay trainers’ regular salaries for the time they are away from the office. The CSCU pays travel, per diem, and teaching allowances equivalent to US\$200 a day, which is considerably less the estimated US\$500 a day it would cost to hire from the private sector. In addition to cost-effectiveness, representatives from MoPS noted

it is easier to replace instructors who cancel at the last minute because of the large pool of certified trainers on which they can draw.

Instructors receive support prior to running courses. They arrive early to prepare material and practice lectures with CSCU full-time staff, and receive extensive feedback. If full-time trainers are eventually required or demand for specific courses temporarily increases (due to a new wave of hiring for example), there are regulations in place that allow the CSCU to second certified trainers to the college on a full-time basis. Feedback from civil servants who have taken CSCU courses reflect that instructors are seen as credible, in part, because they are active public servants with relevant experiences to impart.

Curriculum and selection of students

Responsibility for the overall management of public service training sits with the MoPS. However, each MDA and local government controls its own training budget and can determine the type of learning attended by its staff.³⁶ All public servants have the opportunity-obligation to attend five days of in-service training in a year.³⁷ In March 2010, it was estimated that this translates into demand for roughly 1,250,000 days of training a year.³⁸ As noted earlier, the MoPS CSCU is not the only institution offering public administration programs in Uganda and so it must compete with private institutes, other government agencies, and various workshops or conferences for these in-service days and for MDA training budgets.

The CSCU courses are designed to be practical to the day-to-day jobs of civil servants. Two types of training are offered. ‘Cross-cutting’ courses target specific cadres of the public service and cover key skill sets for each group (induction for incoming public officers, performance management for mid-level managers). For ‘tailor-made’ courses, MDAs or LGs approach the CSCU with a specific request. The curriculum is then designed in collaboration with the client-MDA or LG to meet specific needs. These focus on skills, knowledge and tasks related directly to the Uganda Public Service. It is unclear whether CSCU will begin to develop training in specific core government functions (for example, procurement, finance, accounting), and if so how they would compete with other programs. For example, Ministry of Finance and Economic Planning sends staff to professional organizations (Society of Company and Commercial Accountants or Certified Public Accountants) for skills upgrading.

Since 2011, the CSCU has delivered the following cross-cutting training: induction targeting all

³⁶ According to Uganda Government Standing Orders, 2 to 4 percent of the wage bill is set aside each year for training, depending on the availability of resources. *Concept Paper on the Establishment of an In-Service Training Institution for Uganda’s Public Service*, March 2010.

³⁷ According to Uganda Government Standing Orders “A public officer must undertake staff development activities for a minimum of 40 hours in a Financial Year to improve his or her competences” (*Concept Paper on the Establishment of an In-Service Training Institution for Uganda’s Public Service*, March 2010).

³⁸ *Concept Paper on the Establishment of an In-Service Training Institution for Uganda’s Public Service*, March 2010.

newly hired or newly promoted officers; early leadership targeting grade levels U1–U2³⁹ with plans to expand to U3–U7; leadership and change management targeting U1–U2; public procurement and contract management targeting U4–U6 and competence-based recruitment targeting all central and local public service commissions. An M&E course is under development, with the support of Gesellschaft für Internationale Zusammenarbeit (GIZ), targeting all government M&E and policy planning units.

All cross-cutting courses are adapted on the basis of an assessment of the specific needs of the ministry or cadre being trained. For example, local governments and central ministries recently sent senior managers to performance management training. In this case, the issues discussed were relevant to the grade level of staff in attendance. When these courses are offered to individual ministries, material is adapted as much as possible to the ministry’s needs. For example, it was felt frontline Ministry of Health staff were not fully aware of their role as civil servants or their role in the overall government system. The induction course for local government medical and health staff specifically address these issues. As a result of this adaptation, the distinction between cross-cutting and tailor-made programming is somewhat blurred.

Induction, leadership, performance management, and competence-based recruitment courses were developed with the financial support of the Bank UPSPEP⁴⁰ and through a twinning arrangement with the GoO (details of this partnership are described below). For these courses, inputs to the curriculum came from a needs assessment of the public service, the development of competency profiles for certain cadres of jobs, and a document review, as well as interviews and workshops with Ugandan senior managers. The GoO partners developed a ‘prototype’ course, which was reviewed, adapted to the Ugandan context and approved by Ugandan counterparts. Courses were then delivered to Ugandan MoPS civil servants in Ontario. These civil servants became core trainers at the CSCU. The public procurement and contract management curriculum was developed in collaboration with the Ugandan Public Procurement and Disposal of Public Assets Authority (PPDA). While CSCU trainers covered most of the core material, the PPDA sent its staff to cover, in detail, the specifics of new regulations.

Table 1.1. Induction Course Curriculum

Module 1: Overview of Uganda Government Setup
<ul style="list-style-type: none"> • Overview of Uganda government • Overview of Uganda’s foreign policy • Local government system in Uganda
Module 2: The Public Service

³⁹ Based on Uganda Government salary scale: U1–U2 represent top and senior management and advisors; U3–U4 are the middle managers; U5–U6 are the lower level staff and also represent graduate entry level for non-science-based positions. U7–U8 represents non-graduate primary school teachers and other support staff.

⁴⁰ Subcomponent 2.1 of UPSPEP allocated US\$0.5 million to operationalizing the CSCU, which included financial support to the twinning arrangement.

<ul style="list-style-type: none"> • Public service values and ethical code of conduct for public officers • Protocol and etiquette for public officers • Terms and conditions of service • Discipline and disciplinary measures in the public service • Career planning • Pre-retirement planning
Module 3: Patriotism
<ul style="list-style-type: none"> • Patriotism: meaning and value to leaders • Introduction to political economy • History of Uganda • Ways of thinking and decision making • Uganda's geography • Geo-politics and the vital and core national interests • Transformative discipline and methods of work
Module 4: Transformation of Ugandan Society
<ul style="list-style-type: none"> • National visioning and planning framework • Policymaking process and management in the public sector • M&E of government programs • The role of innovation in public service transformation
Module 5: Leadership and Management
<ul style="list-style-type: none"> • Leadership and management for transformation • Communication in the public service • Records management in the public service • Occupational safety and health • Customer care in the public service and public relations • Employee relations • Conflict and conflict management
Module 6: Cross-cutting Issues
<ul style="list-style-type: none"> • Mainstreaming diversity in a work place • Mainstreaming environmental and natural resources issues • Management of HIV/AIDS
Module 7: Performance Management in the Public Service
<ul style="list-style-type: none"> • Performance management • Enhancing personal effectiveness for results
Module 8: Management of Public Finances
<ul style="list-style-type: none"> • Budgeting and financial planning • Financial accountability in the public service • Public procurement and disposal of public assets

The CSCU intends to reach all public officers in each courses' targeted cadre. However, because it was only recently established, and because there is a backlog of staff to be trained, the CSCU has begun by engaging selectively with interested MDAs and local governments. So far, the client-MDA determines how to select or nominate trainees. Ministry of Transport and Works, for example, invited all 78 U3 and U4 staff to participate in a performance management course and all 56 U1 and U2 staff to participate in a leadership and management development. Technical courses are attended by civil servants requiring the specific skill set. For example, Public and District Service Commissioners were trained in competency-based recruitment.

Being nominated by a ministry to participate in a course does not ensure that public officers show up to training on time, for the entire duration of the course, or at all. Currently, there are no sanction mechanisms in place for public servants who fail to attend courses. Nor can the college recoup the costs for students who do not show up. However, CSCU trainers call civil servants who have not shown up on the first day of training to invite them to participate. This has had a positive effect on the attrition rate. Ministry of Works and Transport estimates that 90 percent of those invited to participate were able to attend.

Table 1.2. Civil Servants Trained by the CSCU Caravan, 2012–2014

Course	Civil Servants Trained*
Induction	595
Leadership	1,140
Train the trainer	272
Competency-based recruitment	30
Innovation management	212
Public procurement and contract management	53
Tailor-made MBA	35
Pre-retirement training	208
Total	2,545

Source: CSC.

Note: * Individual civil servants may take more than one course at the college; these numbers reflect the individuals passing through each course rather than through the college overall.

Currently, there is no official link between training and career development. Though it is hoped that cross-cutting courses will become a requirement for confirmation of newly hired officers to their post, as well as for promotion. While this is an aspiration of CSCU leadership and staff, capacity to meet the demand generated by such a requirement is not yet in place.

The CSCU keeps a record of all public servants who have been through their training programs. It has a tracer program in place to track the effectiveness of its courses. College staff envisions a program that follows up with each trainee that passes through the institution, as well as their managers, to (a) encourage these public officers to implement what they learned and (b) understand whether courses have led to changes in the day-to-day performance of public officers. Currently, the CSCU does not have the capacity to follow up with all of its trainees in this manner. However, it has successfully implemented a tracer study on the induction of local government deputy chief administrative officers.

Financing

Because the college sits under the MoPS, its procurement and financial management functions are still tied to the ministry. Though not typically done for directorates of the ministry, the Commissioner for HRD was able to set up a dedicated bank account for the CSCU. This facilitates better monitoring and controls over CSCU funds, and makes it more difficult for CSCU funds to

be spent on other MoPS functions. It also helped build trust with partners and client ministries. However, to access or spend funds in the account, the Permanent Secretary must sign off. This has led to delays in meeting financial obligations.

The establishment of the CSCU was financed by the Bank UPSPEP, which contributed a total of US\$6 million toward construction of CSCU facilities in Jinja (US\$2 million), operationalizing the CSCU (US\$2.5 million), strengthening policy research (US\$0.5 million) and supporting implementation of innovative ideas (US\$1 million). The CSCU *Five Year Strategic Business Plan* envisions four possible sources of funds moving forward: Government of Uganda, donor partners, chargeable programs, and mobilized funds (grants, fees from facilities rental). Efforts to identify a sustainable approach that balances these four sources are ongoing.

Table 1.3 shows projected CSCU expenditures over the past five years. By FY15/16, when the college is expected to be fully operational, the annual cost of in-service training is expected to reach US\$1.7 million a year. Given that the facilities have only been open for one month, the college is still in the process of establishing accurate estimates for operation and maintenance. Because the building is under a defect warranty and because the center has only just begun training on-campus the full implications of utilities bills are yet to be established.

Table 1.3. Projected Expenditures for the First Five Years of Operation

	FY11/12	FY12/13	FY13/14	FY14/15	FY15/16
In-service training programs developed and delivered	197,417	358,395	1,247,328	1,363,867	1,755,425
Public policy research and advisory services	7,380	21,771	99,262	124,354	132,841
Innovations for enhanced public service performance supported	11,808	100,000	343,173	352,399	365,314
CSC facility at Jinja refurbished and constructed	7,380	118,081	3,686,347	8,874,539	7,829,889
CSC operationalized	330,849	376,421	782,421	925,686	1,061,981
Total	554,834	974,668	6,158,531	11,640,845	11,145,450

Source: Five Year Strategic Business Plan 2011/12–2015/16.

Note: US\$ (2710UGX:US\$1)

As noted above, each MDA and LG is allocated a training budget and can choose to spend this funding in any number of ways (workshops, conferences, private sector, or professional organizations' certification programs). This model lends itself to a cost-sharing approach in which MDAs and LGs pay for services, and the CSCU competes for students and revenue. Another approach would be to allocate some or all of the national training budget to the CSCU, in which case the college could offer services free of charge. Stakeholders saw benefits to both approaches.

Under cost sharing, it was suggested that the CSCU would face pressure to remain relevant to

clients and provide cost-effective programming. On the other hand, there was a concern that without dedicated funding to cover overheads, full-time staff, operating and maintenance costs there would be a risk to sustainability. Currently, there are no mechanisms in place to allow CSCU to retain any revenue generated from services or rental of facilities. There was also a concern that even if it were very cost-effective, some local governments (whose training budgets have not increased for several years and are eroding in value) would be unable to afford training for their staff, even at the CSCU. A hybrid model was proposed during interviews, in which GoU funds would be made available to the CSCU to subsidize training of low-income LGs or MDAs. However funds would need to be requested annually on the basis of a work plan and demonstration of outputs in the previous year.

Since its establishment, some cost sharing has already taken place. Table 1.4 reflects the estimated cost per student per day of training at the Jinja facility, which is estimated at US\$127. The cost of the caravan approach would be roughly US\$103, assuming savings for 19 percent. Under cost sharing, the client MDA or LG pays travel allowances and per diem for each trainee, while the CSCU covers trainers per diem and allowances, material, and refreshments, as well as operating and maintenance costs.

Table 1.4. Training Costs Per Trainee Per Day

Cost Per Trainee Per Day (US\$)	CSCU Jinja
Utilities	5.90
Transport (Fuel refund)	24.35
Per diem for participants	47.97
Production of Training materials	6.27
Up keep (water, tea/coffee and lunch)	23.25
Allowances for trainers	19.93
<i>Total</i>	<i>127.68</i>

Source: CSCU 2014b

Partnerships

The CSCU collaborated with several partners on establishment, curriculum development, and financing. These partners have largely been international. Other than the representative from Makerere University who sits on the steering committee, there are no partnerships with training institutes in country, though discussions are underway to possibly establish these. There is no relationship with regional accreditation or associations.

As noted earlier, the Bank supported the establishment of the CSCU through the UPSPEP, which closed in June 2014. The project provided for upgrading and refurbishing existing premises under phase 1; operationalizing the college through development of a vision and business plan; strengthening of policy research component; and implementation of innovative ideas. The college received support and mentoring from the project task team leader, and there was a strong working relationship with the MoPS Commissioner HRD.

The Institute for Public Administration of Canada (IPAC) partnered with the MoPS and CSCU. Through IPAC, the GoU had a twinning arrangement with the GoO, which started in 2006 and concluded in 2014.⁴¹ The GoO worked closely with the MoPS and CSCU beginning with a needs assessment, a three-week job shadowing program in which MoPS worked side by side with HR personnel, and a pilot workshop to develop core learning programs. Out of this initial engagement it emerged that there was a need for leadership development, competence-based recruitment, and performance management training. As noted earlier, Ontario partners developed a ‘prototype’ course. Once reviewed and approved by Ugandan counterparts, courses were delivered to Ugandan MoPS civil servants in Ontario. These civil servants became core trainers at the CSC. It seems clear that the close and long-running relationship between the GoO and the MoPS was highly influential in the selection and development of initial programming, as well as ensuring that programming was well adapted to the needs of the MoPS.

The government of Estonia has partnered with CSCU as part of the college’s programs to strengthen policy research and provide support to implementation of innovative ideas. They partnered on research in the tourism sector, which resulted in the creation of tourism and investment centers in Jinja and Entebbe. Discussions about continuing this relationship with regard to the establishment of ‘one stop shops’ for service delivery are under discussion.

⁴¹ The government of Canada has withdrawn support to Uganda due to the adoption of ant-gay legislation.

Annex 2: Liberia School of Public Administration **Rationale for establishment**

The LIPA is the successor organization to an institute originally founded in May 1969 through an act of the legislature and with the support of President Tubman. The rationale for establishment of the IPA was to improve the performance of civil service providers through in-country training of mid- and senior-level public servants. The institute was operationalized through a partnership with USAID and the New York Institute for Public Administration (NYIPA). LIPA officially opened its doors in 1972, after seventeen Liberians successfully completed Masters Degrees at NYIPA and returned home to staff the institute. However, in the wake of the civil war, LIPA was largely an institute in name only. By 2004, it did not carry out any training, and received only about 25 percent of its allocated budget—which primarily went to pay staff salaries.

As noted in Section 3, at the end of Liberia’s civil conflict, the Transitional Government implemented a number of institutional reforms. As part of this, LIPA was revitalized starting in 2003. Its legal mandate is to develop viable and productive organizational capabilities by improving the managerial skills as well as to provide leadership and develop guidance, conduct research and carry out consultancy services, and perform studies of systems and procedures in the public and private sectors. LIPA’s vision is to operate at local, national, and international levels, providing state of the art services to transform minds towards improved competency for effective service delivery and sustainable development. Its mission is to improve democratic governance and managerial capabilities for efficiency and effectiveness at all levels in the public, private, and nongovernmental sectors by providing capacity-building support for sustained quality service delivery through training, research, and consultancy services. Consequent of its mandate, in conformity with the emerging strategic national vision, LIPA strives to provide quality service to the cabinet, the legislature, the judiciary, line ministries, autonomous agencies, development partners, as well as NGOs, private sector, professional bodies, and civil society.

Box 2.1. LIPA Objectives

- Operate broad-based top to bottom in-service training programs for government employees.
- Develop training programs for middle- and upper-level employees.
- Create and improve capabilities needed for administering economic and social development program.
- Enunciate a career development program by identifying specific career ladders, encouraging in-service training, management internship and executive development programs, and promotional programs based on merit.
- Provide leadership and guidance to the agencies of government in developing more and better quality on-the-job training programs, and serve as a research study group to study particular governmental, organizational, and management problem areas.
- Study and review the indigenous situation and practices which affect social, economic, and administrative development in Liberia.
- Perform studies of systems and procedures and assist in making improvement in (a) government-wide; (b) inter-departmental in such matters as record keeping, forms control, document flow, work simplification, public relations and improve the administrative inter-relationships with national and international technical cooperation bodies.
- Conduct research in administration to provide adequate, systematic, and precise information in critical areas of government for the purposes of planning and administration with the overall view toward improvement in performance.
- Develop a library suitable for the needs of research programs and use of public officers.

Source: LIPA.

Institutional setup and management arrangements

Formally, LIPA is meant to report to the President of the Republic of Liberia via the Board of Directors that oversees the management of the institution's day-to-day activities. The Board includes representatives from the Governance Commission, CSA, UL, Commission on Higher Education, and a further three non-statutory members. The DG of LIPA also sits as a member of the Board. The Chair of the Board is appointed by the President.

LIPA's management team is headed by the DG, who can be called on to report to Cabinet in the absence of the Board. Between 1972 and the end of the civil war in 2003, LIPA has had six Directors General. Since 2003, LIPA has had two Directors General, the first appointed in 2003 and the second appointed in 2013. Initially, the DG was assisted by two deputies, this was increased to three Deputy DGs from 2003. Each is responsible for the one of the three core constituent divisions: Administration and Management; Training and Development; and Research and Consultancy. The DG and his three deputies are appointed by the President of the Republic of Liberia.

Facilities

LIPA's rents an administrative building and training center building in the diplomatic enclave of Monrovia for US\$70,000, US\$90,000, and US\$20,000, respectively. The facilities are managed through the General Services Agency and institutional procurement is conducted in line with the Public Procurement and Concession Commission (PPCC). The Department of Administration has

the general services division to handle cleaning and maintenance. LIPA's buildings have five classrooms with an occupation capacity ranging from 25, 30, 35, 45, and 50 people. There is a currently non-functional mini-IT lab for students' research, as well as a computer lab for training purposes. The 25 computers in this second lab were donated by the Bank in 2008 and are considered to be out of date.

LIPA facilities do not include dormitories. Because it is centrally located, students from Monrovia commute daily from their homes. For those traveling from outside of the capital, a housing stipend should be provided by the sponsoring ministry, department or agency. Students then stay with relatives or in hotels. Similarly, LIPA does not provide transportation to its facilities. Students traveling from outside of the capital receive travel stipends.

As part of an expansion plan, LIPA has recently procured 25 acres of land for a new headquarters located along the Montserrado-Margibi highway. Construction of new facilities is expected to cost US\$30 million; it has currently mobilized US\$4 million from a USAID Sustainable High Impact infrastructure for Education and Agriculture Project.

Faculty and staff

At the end of the conflict in 2003, LIPA had a staff of 70 people. Many did not come to work or had other jobs, and so the DG at the time let roughly 40 people go. New faculty members were recruited from the UL, as well as from ministries.⁴² As of 2015, LIPA again has a total personnel of 70 people including the DG. The personnel is divided accordingly: 15 in-house faculty; 10 regular part-time faculty; 30 adjunct faculty drawn on from time to time depending on existing programs to augment faculty strength; and 15 administrative support staff.

LIPA's senior administrative staff are all Liberians. They have post-graduate degrees from recognized universities in Western and African countries, and are long-term public servants who have grown through the ranks of leadership. The teaching staff is mostly local, but also includes few international faculty members from partner institutions. Their qualifications range from MS, PhDs, advanced post-graduate diplomas in specialized areas.

The strategy for hiring permanent staff and faculty members is the merit-based appointment approach through advertisements and interviewing. They have specified job descriptions and their salaries are civil service based pay. Training specialists make between US\$35–65 per credit hour. Salaries are perceived to be low, though it is unclear whether this impacts the motivation of staff, who largely see their work as a form of public service.

Curriculum and students

LIPA offers various levels of trainings including short-term competency courses and long-term graduate professional development courses. There are also customized courses offered on request

⁴² ISS 2012.

of the client organization. *Short-term competency courses* are designed to build and strengthen the core competencies of participants who may already have been in active service. This level comprises basic administrative, financial management, and procurement courses. *Long-term professional development courses* are examinable courses offered at both certificate and diploma levels. To enroll, one must have obtained an undergraduate degree and the award of the credentials for each program is based upon the satisfactory completion of all the course work. This level comprises procurement, internal audit and control, project planning and management.

When LIPA was revitalized in 2003, it needed to develop new curriculum. To do so, it conducted a national capacity-needs assessment in collaboration with the CSA. This included a circulation of questionnaires, focus group sessions, and conducting interviews with 5 percent of civil servants.⁴³ Newspaper publications and feedback from public sector leadership, observation studies, and partnerships from MDIs in West Africa influenced the formulation of the curriculum. Customized courses are designed based on the need of the requesting institutions. LIPA's curriculum development is done in line with international best practices for curriculum designs and from other MDIs. Recently, courses were added to consider the evolving realities faced during the Ebola crisis. A new round of curriculum validation is under way in 2015, and is expected to align with the government's Agenda for Transformation and Vision 2030.

In most cases, the process for amendment and/or update to the curriculum is influenced by feedback from students, participants, and client institutions, changes in government policy decisions, and development strategies. This is done every three years in line with international best practices of the MDI method for curriculum designs and development.

LIPA conducts a pre-training evaluation before major training enrollment. This determines the present academic status, skill set, gaps, and limitations. This process informs issues in the curricula and helps faculty adapt the syllabus and make adjustment in the training. Further, students are also assessed throughout training on the basis of classroom assignment of individuals and groups, presentation done, and examinations and special projects (research papers) given to professional development courses students. It measures their skills, knowledge and attitude and their ability to analyze situations after studies.

The instructional period for courses is 3 hours, twice a week for the morning session and 3 hours, twice a week for evening session. There is a plan to run a full day of instructional period effective academic year 2016, as soon as the administration accrues a bigger space for the school facilities. Teaching and or course presentation is via both instructional and workshops facilitation (70 percent experiential learning methods and 30 percent theoretical). LIPA's student population has reached roughly 350 students per four-month term. There are usually three to four terms per year. Fees vary according to the category of the registered course.

⁴³ ISS 2015.

Table 2.1. LIPA 2015 Training Calendar: Long-term Professional Development Courses

S/ N	Course	Admission Fee and Tuition	Hrs. /Day	Day	Weeks	Time	Training Terms: April 06 – December 11, 2015						Entry Requirement
							Term One		Term Two		Term Three		
							Date	Status	Date	Status	Date	Status	
A.	CSA Induction Training (Each batch of the Induction Training will last one (1) week for 4 hours each day).	110	4	M-F	1	09:00–01:00	Mar 02–27	Open	Jun 08–Jul 03	Open	Sept 14–Oct 09	Open	Determined by Class and Grade
The CSA Orientation or Induction Training Course is designed for all government employees. The intent is to ensure that all Government of Liberia (GOL) employees are given basic orientation, or are re-orientated. Each Orientation Training term, as indicated above, comes between intervals of each regular training term. There will be four training batches during each term, each batch covering five hours a day for five training days, totaling twenty-five training hours.													
B.	Certificate Level - (Primarily for GoL nominated employees): LIPA and CSA are in agreement for all GoL-nominated employees to attend training between the hours 10:00 a.m. to 4:30 p.m. on the scheduled dates. The indication is that the nominating ministry or agency will grant its employees training leave for the scheduled time. No GoL-nominated employee will be admitted in the evening sessions. Private candidates may also apply for classes run between 10:00 a.m. and 04:30 p.m.												
1a)	Public Procurement Management	320	3.	MW	8	10:00–01:00	Apr 06–May 29	Open	Sept 14–Oct 09	Open	Oct 19–Dec 11	Open	First Degree
1b)	Public Procurement Management	320	3	TTH	8	01:30–04:30	Apr 06–May 29	Open	Sept 14–Oct 09	Open	Oct 19–Dec 11	Open	First Degree
1.	Project Planning and Management	320	3	TTH	8	10:00–01:00	Apr 06–May 29	Open	Sept 14–Oct 09	Open	Oct 19–Dec 11	Open	First Degree
2a)	M&E	320	3	MW	8	10:00–01:00	Apr 06–May 29	Closed	Sept 14–Oct 09	Open	Oct 19–Dec 11	Open	First Degree
3.	Internal Audit and Control	320	3	MW	8	10:00–01:00	Apr 06–May 29	Open	Sept 14–Oct 09	Open	Oct 19–Dec 11	Open	First Degree
4a)	HR and Performance Management	320	3	MW	8	01:30–04:30	Apr 06–May 29	Closed	Sept 14–Oct 09	Open	Oct 19–Dec 11	Open	First Degree
4b)	HR and Performance Management	320	3	TTH	8	10:00–01:00	Apr 06–May 29	Open	Sept 14–Oct 09	Open	Oct 19–Dec 11	Open	First Degree
5	Public Financial Management Level 1	320	3	TTH	8	10:00–01:00	Apr 06–May 29	Open	Sept 14–Oct 09	Open	Oct 19–Dec 11	Open	First Degree
7.	Public Sector Budgeting	320	3	MW	8	10:00–01:00	Apr 06–May 29	Open	Sept 14–Oct 09	Open	Oct 19–Dec 11	Open	First Degree
8.	Public Sector Management	320	3	TTH	8	01:30–04:30	Apr 06–May 29	Open	Sept 14–Oct 09	Open	Oct 19–Dec 11	Open	First Degree
9.	Public Policy Analysis	320	3	TTH	8	01:30–04:30	Apr 06–May 29	Open	Sept 14–Oct 09	Open	Oct 19–Dec 11	Open	First Degree
10.	Strategic Management	320	3	TTH	8	01:30–04:30	Apr 06–May 29	Open	Sept 14–Oct 09	Open	Oct 19–Dec 11	Open	First Degree
11.	Women in Management/Leadership	320	3	MW	8	10:00–01:00	Apr 06–May 29	Open	Sept 14–Oct 09	Open	Oct 19–Dec 11	Open	First Degree
12.	Gender and Development	320	3	MW	8	01:30–04:30	Apr 06–May 29	Open	Sept 14–Oct 09	Open	Oct 19–Dec 11	Open	First Degree

S/ N	Course	Admission Fee and Tuition	Hrs. /Day	Day	Weeks	Time	Training Terms: April 06 – December 11, 2015						Entry Requirement
							Term One		Term Two		Term Three		
							Date	Status	Date	Status	Date	Status	
C.	Certificate Level: Evening Sessions (For private candidates only). The evening sessions are primarily created for private sector candidates, private individuals, and perhaps GoL employees who, for some reasons are not nominated by their agencies, but have decided to enroll as private fee-paying candidates.												
1.	Public Procurement Management	320	3	MW	8	05:00–08:00	Apr 06–May 29	Closed	Sept 14–Oct 09	Open	Oct 19–Dec 11	Open	First Degree
2.	Project Planning and Management	320	3	TTH	8	05:00–08:00	Apr 06–May 29	Closed	Sept 14–Oct 09	Open	Oct 19–Dec 11	Open	First Degree
3.	M&E	320	3	MW	8	05:00–08:00	Apr 06–May 29	Closed	Sept 14–Oct 09	Open	Oct 19–Dec 11	Open	First Degree
4.	Internal Audit and Control	320	3	MW	8	05:00–08:00	Apr 06–May 29	Closed	Sept 14–Oct 09	Open	Oct 19–Dec 11	Open	First Degree
5.	Banking and Finance	320	3	TTH	8	05:00–08:00	Apr 06–May 29	Open	Sept 14–Oct 09	Open	Oct 19–Dec 11	Open	First Degree
6.	NGO Management	320	3	MW	8	05:00–08:00	Apr 06–May 29	Open	Sept 14–Oct 09	Open	Oct 19–Dec 11	Open	First Degree
7.	Hospitality Management	320	3	MW	8	05:00–08:00	Apr 06–May 29	Open	Sept 14–Oct 09	Open	Oct 19–Dec 11	Open	First Degree
D.	Diploma Level: Evening Sessions - Public and Private Sector: These are advanced-level training courses; to be admitted into any, one must have completed the required certificate-level.												
1.	Public Procurement Management	520	3		16	05:00–08:00	Apr 06–Jul 24	Open	Aug 24–Dec 11	Open	Oct 19–Dec 11	Open	First Degree
2.	M&E	520	3		16	05:00–08:00	Not offered	n.a.	Aug 24–Dec 11	Open	Oct 19–Dec 11	Open	First Degree
3.	Public Financial Management	520	3		16	05:00–08:00	Not offered	n.a.	Aug 24–Dec 11	Open	Oct 19–Dec 11	Open	First Degree
4.	HR and Performance Management	520	3		16	05:00–08:00	Not offered	n.a.	Aug 24–Dec 11	Open	Oct 19–Dec 11	Open	First Degree
5.	Banking and Finance	520	3		16	05:00–08:00	Not offered	n.a.	Aug 24–Dec 11	Open	Oct 19–Dec 11	Open	First Degree
6.	Development Management*	520	3		16	05:00–08:00	Apr 06–Jul 24	Open	Aug 24–Dec 11	–	–	–	–

Table 2.2. LIPA 2015 Training Calendar: Short-term Competency-based Regular and Customized Trainings

S/ N	Course	Admission Fee and Tuition	Hrs. /Day	Day	Weeks	Time	Training Terms: March 02–October 09, 2015						Entry Requirement
							Term One		Term Two		Term Three		
							Date	Status	Date	Status	Date	Status	
		110	4	M-F	2	09:00–01:00	Mar 02–27	Open	Jun 08–Jul 03	Open	Sept 14–Oct 09	Open	
A.	SHORT-TERM COMPETENCY REGULAR COURSES: The short-term competency courses are open to both GoL employees and private sector candidates. Most courses have two batches, each covering two weeks in a given training term.												

1.	Basic Report Writing (Batch 1)	120	3	M-F	2	01:30-04:30	Mar 02-13	Open	Jun 08-19	Open	Sept 14-25	Open	One need not hold a university degree to be admitted into any of the short-term courses. However, a good higher education and years of experience count.
2.	Records Management (Batch 1)	120	3	M-F	2	01:30-04:30	Mar 02-13	Open	Jun 08-19	Open	Sept 14-25	Open	
3.	Work Planning (Batch 1)	120	3	M-F	2	01:30-04:30	Mar 02-13	Open	Jun 08-19	Open	Sept 14-25	Open	
4.	Performance Management (Batch 1)	120	3	M-F	2	01:30-04:30	Mar 02-13	Open	Jun 08-19	Open	Sept 14-25	Open	
5.	Basic Report Writing (Batch 2)	120	3	M-F	2	01:30-04:30	Mar 16-27	Open	Jun 22-Jul 03	Open	Sept 28-Oct 09	Open	
6.	Records Management (Batch 2)	120	3	M-F	2	01:30-04:30	Mar 16-27	Open	Jun 22-Jul 03	Open	Sept 28-Oct 09	Open	
7.	Work Planning (Batch 2)	120	3	M-F	2	01:30-04:30	Mar 16-27	Open	Jun 22-Jul 03	Open	Sept 28-Oct 09	Open	
8.	Performance Management (Batch 2)	120	3	M-F	2	01:30-04:30	Mar 16-27	Open	Jun 22-Jul 03	Open	Sept 28-Oct 09	Open	
9.	Customer Service	120	3	M-F	2	01:30-04:30	Mar 02-13	Open	Jun 08-19	Open	Sept 14-25	Open	
10.	Advance Report Writing	120	3	M-F	2	01:30-04:30	Mar 16-27	Open	Jun 22-Jul 03	Open	Sept 28-Oct 09	Open	
B.	<p><u>SHORT-TERM COMPETENCY CUSTOMIZED TRAINING</u></p> <ul style="list-style-type: none"> • The institute offers various types of short-term competency-based customized trainings on the request of the client organization. The short-term competency courses are strategically designed to build and strengthen the core competencies of participants who may have already been in active service. • The design of these various short-term competency-based trainings meets the demand of the participants in the use of the state-of-the-art technology and modern facilities employed by highly qualified, competent, and experienced faculty staff and facilitator. The institute ensures that the client receives the highest quality service within the designated budget. The latest tools and techniques, accordingly, are used during training, and trainees develop new skills and action plans ready for implementation. • The institute conducts customized trainings for both public and private sector institutions based on their needs. Customized trainings are ongoing training activities throughout the year, and may be offered at any time based on the request and demand of the client institution. 												

As noted above, courses are open to civil servants as well as to private sector, civil society, and the general public. LIPA’s training calendar indicates which courses are open to civil servants specifically, and which are open to anyone wishing to enroll. Since January 2007, 1,485 civil servants have gone to LIPA for training (table 2.3). Of these, 80 percent were sponsored by the government of Liberia; the remaining 20 percent paid their own way or were covered by private sponsorship. In interviews, it was noted that many civil servants ‘self-sponsor’ to improve their skills or career prospects. An additional 1,168 Liberians enrolled in courses at LIPA, either through self- or private sponsorship. As reflected in table 2.3, a little over half of LIPA’s clients pay their own way—though there are perceptions among stakeholders that the number of students paying their own way is much higher (80 percent). Since January 2007, 60 percent of people trained at LIPA have been men, 40 percent have been women.

Table 2.3. LIPA Trainees (January 2007–February 2013)

	Number	Percent
A. Civil Servant?		
Yes	1,485	56
No	1,168	44
<i>Total</i>	<i>2,653</i>	<i>100</i>
B. Sponsored By Government?		
Yes	1,177	44
No	1,476	56
<i>Total</i>	<i>2,653</i>	<i>100</i>
C. Gender		
Women	1,069	40
Men	1,584	60
<i>Total</i>	<i>2,653</i>	<i>100</i>

Source: LIPA.

Note: Individual civil servants may take more than one course at the college; these numbers reflect the individuals passing through each course rather than through the college overall.

There has been an expectation that Liberia’s CSA would assist LIPA to identify civil servants in need of training, especially with regard to new recruits. The CSA’s mandate includes recruiting personnel equipped with the requisite capabilities for entry into the civil service. One way to ensure new staff are fully equipped would be to send them to LIPA for induction and orientation, as well as to use LIPA to fill in any specific skills gaps. However there is a perception among stakeholders that this sort of close collaboration between the CSA and LIPA has not fully materialized. While closer engagement between LIPA and the CSA could potentially benefit newly hired staff, as well as those interested in a more skilled workforce, reaching this level of collaboration would require further investment, integrated information management, and specific interventions that will guide such alignment. In the absence of this, there has been limited reporting on the impact of the trainings conducted by on Liberia’s capacity-development initiatives.

Financing

LIPA estimates that it requires a minimum budget of US\$2–5 million to operate effectively for over an annual program cycle. LIPA is supported by fiscal allocations from the central government; salaries are paid by Ministry of Finance, and LIPA is allotted an additional US\$1 million annually from the national budget. This is meant to cover operating expenses, but is not adequate and only covers roughly 4 to 5 months of operational expenses.

LIPA's leadership has designed a cost-recovery program that is minimal in most instances. The fees collected for course work depend on the level and course duration (see table 2.3). The lowest is US\$50–100 for short-term competency-based programs, and US\$150–500 for long-term diploma, professional programs. Customized courses are paid for, at negotiated fees. Up to 50–65 percent of fees are not being paid. Major GoL entities are not cooperating in their obligations to settle payments for training of their personnel. Fees collected from students/trainees and the national budgetary allocation cannot duly support the running of the institution. The present leadership has submitted an act of legislation that will grant it autonomy status to enable the institution to engage aggressively in the negotiation of funding with external partners.

LIPA has its own bank account. The DG authorizes spending based on request from the end-user's department. LIPA handles its own procurement in compliance with the GoL's PPCC regulation. An act of legislation that will grant LIPA autonomous status was submitted to the President's Office through the Governance Commission and is awaiting submission to the National Legislature for approval.

Partnerships

LIPA has developed several collaborative partnership including USAID, the Bank, the UNDP, United Nations Children's Fund (UNICEF), and other international NGOs. It is a member of the network body of MDIs in Africa including the African Management Development Institute (AMDIN), the West African Management Development Institute (WAMDEVI) and the African Association of Public Administration and Management (AAPAM). It currently it collaborates with its partner institutions including the GIMPA, the Administrative Staff College of Nigeria (ASCON), the Gambian Management Development Institute (MID), and the Institute of Public Administration and Management (IPAM) in Sierra Leone. Together, these institutions drive the implementation of the public sector management program in the West African subregion, sponsored by the African Capacity Building Foundation (ACBF). Over the past few years, Liberia, through LIPA, and with support from ACBF scholarships, has coordinated the training of 40 specialists in post-graduate (Masters) degrees in Public Sector Management from the GIMPA. Additional partnerships include an agreement with a Ghanaian firm to conduct oil and gas training, responding to the country's emerging oil industry.

Specifically, GIMPA and IPAM's collaboration has been in the areas of faculty exchange and provision of facility for special scholarship programs as provided by regional public sector institutions (such as the African Capacity Building Foundation and West African Management

Development Institute). These partnerships are focused on sharing staff, management and instructional responsibilities, curriculum development and are established through memoranda of understanding. This is accomplished via the relationship with the African MDI network. Some stakeholders note that these partnerships have not lived up to their full potential—with only limited exchange of faculty and ideas in practice.

Annex 3: Financial Management Training Program

Rationale for establishment

At the end of Liberia's civil war one of the new government's greatest challenges was the lack of capacity to carry out core government functions, especially with regard to public financial management. At the end of the conflict in 2003 the Ministry of Finance was destroyed, and most professionals had fled the country. A key priority was ensuring proper and efficient use of budget resources, and assuring donor partners their assistance was being well managed.⁴⁴ To address this priority Liberia undertook actions to mitigate fiduciary risks in the short run, and to build the capacity of national staff to take over critical functions in the long run.

From 2003 to 2005, the focus was on establishing basic financial management functionality; from 2005, it shifted toward development of more complex systems.⁴⁵ In collaboration with the Bank, IMF, USAID, and EU, the government designed the Liberia GEMAP, a program which mobilized and recruited international experts to implement direct fiduciary management of the country's most vulnerable institutions. At the same time, it was recognized that GEMAP would support improvements in the short term, but that international capacity substitution would not be sustainable over the long run. The FMTP was designed to recruit and train national staff with the capacity to take over critical functions.

Initially, the program began as a capacity-building initiative implemented by the Bank through a US\$0.45 million Low Income Countries Under Stress trust fund grant. The initiative had high-level support from the Minister and Deputy Minister of Finance, who recognized the need to transform the public financial management capacity of government and wanted a training program housed in the ministry. In 2005, the MoF provided 10 classrooms and a large hall to train existing civil servants in accounting, internal audit, external audit, budget preparation, cash management, and procurement. Short-term courses were offered to controllers in line ministries, and other financial management staff.

In 2006, the FMTP was officially established under the MoF with financial and technical support from the Bank. It was founded in collaboration with the Liberia CSA, the UL, and LIPA. The FMTP recruited its first batch of 30 students into its two-year MBA program in 2006; these students began their coursework in 2007 and graduated in 2009. Graduates enter the civil service for a minimum four years upon completion of the program. Later, the FMTP added a procurement component to its program.

Facilities

The FMTP is housed in the former Budget Bureau building of the MoF, and shares this space with other government entities. Its facilities include classrooms, a laboratory, and administrative offices. The school has two classrooms: one for the Intensive Procurement students and one for the

⁴⁴ Building Financial Management Capacity in Fragile and Conflict-Affected States: The Case of Liberia.

⁴⁵ Ibid.

MBA students. Additionally, there is a computer lab that is mainly used by the MBA students, which is equipped with 30 desktops that are all connected to the Internet. The students are each assigned a laptop with all relevant software installed including Microsoft Office suite and Antivirus. The laptops enable students to make use of the wireless access points in their classroom to access the Internet for their assignments. There are also several offices for administrative staff. FMTP does not have dormitories or provide transportation for students. However, because the program is considered equivalent to a full-time job, students receive monthly stipends which cover the cost of living.

Institutional setup and management arrangements

There was some debate about how to build national capacity to manage public finances in Liberia. Some advocated for sending civil servants overseas for training. However, individuals working with the Bank to support the MoF made a strong case for within country training. Both the UL and LIPA expressed interest in hosting an in-country program. Yet given the capacity gaps facing the country—including within existing institutions of higher learning—the decision was made that a new, tailor-made initiative was needed. It was agreed to take an approach that facilitated collaboration between a number government institutions, each drawing on its relative strength and mandate. From the outset, the FMTP was viewed as a medium-term program, which would be used to build up capacity over several years, and then would be scaled back and eventually merged with the UL.

In 2006, an MoU was signed between the FMTP and the UL under which the UL would design curriculum and award MBA degrees to graduates of the FMTP. Similarly, the CSA would collaborate by finding posts for graduates in government ministries, departments, and agencies. The Ministry of Finance & Development Planning (MFDP) agreed to be the ‘parent’ ministry for the program, as well as to provide facilities.

The Governing Body, which provides strategic direction to the FMTP, is chaired by the Minister of Finance and includes the DG of the CSA, the President of UL, and the DG of LIPA as members. The Director of the FMTP is responsible for the effective operation of the program and serves as a non-voting member of the Board. There have been two FMTP directors since the initiative was established.

Faculty and staff

The FMTP permanent faculty is made up of a director, registrar, resident coordinator, national team leader, two IT specialists, and an international curriculum specialist. There are a total of 8 junior staff comprising janitors, drivers, and office assistants. Part-time lecturers are drawn from the Ministry of Finance, UL, and the private sector (2). During the lifetime of the program, the number of part-time faculty has ranged from 8 to 20.

The FMTP’s senior administrative staff including facilitators has MBAs with emphasis in finance, procurement, and public administration. They have managed schools of higher learning and

universities. They are both local and international. They are hired on competitive basis for both international and national staff. All international and national administrative staff are full time while all national teaching staffs are part-time. The Director teaches at a Masters level at Liberia's largest university.

Curriculum and students

The FMTP has two streams of training: financial management and procurement. The *financial management component* is a two-year program. As described in more detail below, the program selects and trains cohorts of 30 students through a competitive recruiting process. Applicants must have earned a Bachelor of Arts degree in Accounting, Economics, Business, Public Administration, or Management, and must be willing to work in both urban and rural areas of the country. While they are enrolled in the program, trainees in the MBA program complete an internship at the end of each semester at assigned ministries, agencies, or commissions. Participants who complete the program earn a Masters in Management degree, with emphasis in Financial Management, awarded by the UL. By December 2012, the two-year program had completed 3 training circles and graduated 83 out of the 90 people who initially enrolled (see Table 1).

Because of the success of the financial management component, the FMTP initiated a national *procurement accreditation and certification program*. This one-year course is conducted under the auspices of the FMTP Governing Board, and graduates are awarded post-graduate diploma in Public Procurement Management. The structure and contents of the curriculum are compliant with the Public Procurement and Concessions Act of 2005, University of Liberia Graduate School of Business (ULGSB) requirements, as well as Bank, African Development Bank, and other multilateral funded procurement and generic good practices.

Table 3.1. Summary of FMTP Graduates as of April 2015

Cohort	Year of Entry	Graduated	Absorbed into MDA	Percent Absorbed
A. Financial Management Component (MBA)				
1	2007	29	28	97
2	2008	26	22	85
3	2009	28	22	79
4	2011	28	n.a.*	n.a.*
5	2012	21	n.a.*	n.a.*
	Total	132	75	68
B. Procurement Component (Diploma)				
1	2007	24	13	54
2	2008	30	2	7

Cohort	Year of Entry	Graduated	Absorbed into MDA	Percent Absorbed
3	2009	28	n.a.*	n.a.*
	Total	82	15	28

Source: FMTP.

Note: An additional 30 people are being trained in the procurement component, but have not yet graduated.

* Data was collected before graduates from ‘Cohort 4’ had completed their four years of service with their assigned MDA.

For both the financial management and procurement component, courses are run on the academic guidelines of the ULGSB. Courses are held during the day, and run for a minimum of 14 weeks. The FMTP is seen as a rigorous, full-time academic program with a focus on the practical skills students need to work in the public sector, rather than as part of ‘in-service training’ (which is more the role envisioned for LIPA). High-level consultation and consensus building were used in the curriculum development process. In particular, consultations and discussions were held between the FMTP team and the FMTP partners—the Ministry of Finance and Development Planning, the CSA, the PPCC, the UL, and the LIPA. This resulted in curricula and modules that were acceptable to program partners.

Further, the curricula was designed to ensure students were prepared for future jobs with government—so courses combine a focus on academic and job related skills. Individual syllabus contents reflect the objectives desired to be achieved in each course. The target is 50 percent knowledge transfer and 50 percent skills development. A non-credit Skills Development for Employment course (covering dedicated management and leadership development subject areas) has been designed to expose students to the components of the public sector personnel capacity development program. The training methodology adopted for course delivery is experiential and highly participatory; the emphasis of course delivery is largely based on practical case study and simulation exercises.

The curricula updated at least once a year to ensure specific course contents are up-to-date and reflect the demand of the market. Draft revisions are discussed with the FMTP partners, principally the PPCC and the UL for their consent and approval.

As noted above, for the MBA program, students are selected competitively. An advertisement is placed in the newspaper and online. All interested candidates within a specific age range are invited to apply (21–40 to allow students sufficient time to complete the training and work for government before retirement). Those who have the required grade point average (2.7 or higher) and meet the selection criteria are invited to take an entrance aptitude exam (based on old Graduate Readiness Examinations [GRE]). The 60 applicants with the best scores are invited to interview with a panel made up of representatives from the FMTP’s partners. From this pool, the best 30 are accepted into the program.

Once offered a position in the program, students sign a contract witnessed by the CSA, the FMTP director, and the Ministry of Justice committing to complete the two-year MBA and serve in government for four years immediately following graduation. There is an expectation that students treat the program like a full-time job. Classes run from 9 a.m. to 6 p.m. on weekdays. Through the Bank-funded Economic Governance and Institutional Reform Project (and later the Integrated Public Financial Management Project), students are sponsored with full scholarships: tuition is fully covered and each receives US\$200 stipend each month. If participants drop out of the program or if they do not serve for a full four years after graduation, they are expected to repay this scholarship.

Table 3.2. Distribution of FMTP Graduate Placements

MDA	Number
Ministry of Finance	39
Ministry of Agriculture	3
Ministry of Education	3
Ministry of Foreign Affairs	3
Ministry of Health	3
Ministry of Health and Social Welfare	2
Ministry of Internal Affairs	2
Ministry of Internal Affairs	2
Ministry of Land, Mines and Energy	2
Ministry of Public Works	2
Ministry of State for Presidential Affairs	2
National Investment Commission	2
Board of Tax Appeal	1
Bureau of Fire service	1
General service Agency	1
Liberia Telecommunication	1
Ministry of Commerce	1
Ministry of Information	1
Ministry of Justice	1
Ministry of Post and Telecommunication	1
Ministry of State without Portfolio	1
Ministry of Transport	1
Ministry of Youth and Sports	1
TOTAL	76

Source: FMTP.

Upon completion of the program, the CSA places MBA and procurement graduates in government ministries, departments, and agencies. Graduates receive a special salary, which has its own line item in the budget. For the MBA, the minimum starting salary is US\$800 a month; for procurement, it is US\$700 a month. Every year, graduates can receive a salary increase of up to US\$100 a month. Most civil servants make between US\$400–600 a month. Reportedly, this has caused some difficulties for relationships between regular civil servants and FMTP graduates, who are perceived to be young people who have benefited from a Bank project. After four years, graduates are expected to be rolled over onto the payroll of their ‘host’ MDA. There have been some concerns about whether ministries will be able to offer similar salary levels.

A graduates’ monitoring scheme has been instituted. The objective of the exercise is to monitor the extent to which the graduates were applying the knowledge and skills acquired on the program, and to assess the impact of their contributions on the procurement and financial management activities at the ministries and agencies where they were deployed.

Financing

The FMTP is a public program, funded by the Bank and managed by the Ministry of Finance, Planning and Economic Development. The school budget is approximately US\$1.25 million per year, which has been fully covered under the Economic Governance and Institutional Reform Project, and later the Integrated Public Financial Management Project. The program does not raise any revenue for sustainability purposes.

Partnerships

As described earlier, the FMTP was established in collaboration with Bank staff, who have been actively engaged throughout the program’s existence. The Bank advisers to the program helped shape the direction of the FMTP that it would train young professionals in country and equip them with the practical skills necessary to rebuilding the government’s financial management capacity. Bank advisers also helped shape the student recruitment processes, which currently has a reputation for being quite rigorous and selecting the most qualified candidates for the two-year MBA degree.

Additionally, as also noted above, the FMTP works in close collaboration with other government institutions. For example, the CSA helps to place graduates in government ministries, departments, and agencies (this stands in contrast with LIPA, which has had more difficulty coordinating training with the agency, see the LIPA case for further details). Further, there is great demand from within MoF and from line ministries for FMTP graduates. This seems to be driven by the caliber of graduates, who are seen to be the most computer-literate and competent public finance professionals in the country.

The FMTP is also supported by the ABWA, which offers the Certified Accountancy Technician qualification.

Annex 4: Rwanda Management Institute **Rationale for establishment**

The RMI has existed under different names and with different mandates since 1963, originally established by the government of Rwanda with bilateral support from Belgium. The CRFC focused on training Rwandan civil servants to take over the administration of the newly independent country (RIAM 2012). It offered short courses targeting professionals already in their posts. It focused largely on administrative skills, but also offered some vocational training, for example in agriculture. CRFC continued to receive support from the Belgium cooperation program until 1987, at which time the center was officially handed over to the government of Rwanda and placed under the Ministry of Public Service (RIAM 2012).

In the wake of the 1994 genocide, a number of institutions were redesigned, consolidated, or replaced. In the context of these larger countrywide changes, in 2001, CRFC was reestablished by law No: 25/01 of 19/04/2001 as the *Rwanda Institute of Administration and Management* (RIAM) under the Ministry of Public Service and Labor. Under the newly adopted ministry-agency model of governance,⁴⁶ RIAM was to be an implementer of MoPS's capability-building policies. It provided training to public servants already in their post, and was the only MDI in Rwanda with a mandate to deliver training to the public sector.⁴⁷ In 2007, RIAM's mission was expanded to include capacity building for public, private, and civil society employees with a focus on the "science and technical knowhow in administration and management."⁴⁸

Broadly, RMI and its predecessor, RIAM, can be understood as one component of efforts to strengthen the public sector in Rwanda. Strategically, the institute was intended to address the country's capacity-building challenges through strong, in-country training. Initially, there was also an expectation that through setting its training calendar each year, RIAM could help focus and coordinate public sector training efforts.

⁴⁶ In the early 2000s, the government also moved to a ministry-agency model of administration. The number of agencies increased from 49 in 2006 to 82 in 2010/11. The rationale behind this reform was to allow agencies operate as executive unites at arms-length from national government ministries.

⁴⁷ Charles, p. 2

⁴⁸ The law establishing RIAM was revised and completed by law No: 04/2007. See RIAM (2012).

Box 4.1. RIAM's Assigned Functions

- Providing training to public and private employees in matters relating to science and technical knowhow in administration and management;
- Carrying out duties of expertise and providing advice, recommendations and technical assistance in administration and management;
- Undertaking research and publicizing the results achieved in the field of administration and management;
- Awarding diplomas or certificates in accordance with the courses provided in compliance with the ministerial order from the Public Service and Labor Minister;
- Carrying out any other activities that may develop capacities in administration and management;
- Establishing relations and collaborating with other regional and international agencies with similar responsibilities.

Source: Law No. 04/2007 of 15/03/2007.

In 2013, the decision was made to reestablish RIAM as the RMI, a public corporation with a training, research, and consultancy department (see law No. 52/2013 of 28/06/2013). Both RMI and its predecessor RIAM have had a focus on supplementing ‘technical’ skills (accounting, medical, engineering) with soft skills such as computer or English language skills. For both, the mandate has included training for public sector, private sector, and civil society. Under the new arrangement consulting and advisory services were added to RMI’s mandate, and it will be expected to raise its own revenue. The reorganization of RIAM into RMI is still ongoing, and RMI has inherited many of the organizational capacities and legacies of RIAM.

Today, RMI’s mission is to “ensure capacity building for the national workforce through training.” Its strategic objectives are to “facilitate and deliver relevant and effective learning; provide performance improvement advisory services, provide thought leadership through applied research and knowledge management; build strategic, managerial professional and technical capability of RMI in order for the organization to effectively fulfill its mandate” (RMI 2015a).

Box 4.2. RMI Mandate

- To train public servants in matters relating to management, administrative science and techniques
- To contribute to capacity building for private sector and civil society employees
- To issue certificates depending on the training provided
- To carry out consulting services in matters relating to human and fiscal resources management
- To conduct research and publicize research results in the fields of administration and resources management
- To advise institutions both in public and in private sectors on matters pertaining to management, administrative sciences and techniques
- To perform any other activities that may build the capacity in terms of human resources and property administration and management
- To build relationships and collaborate with other local, regional or international institutions with a similar mission

Source: Article 3, Law No. 30 of 20/07/2013.

Institutional setup and management arrangements

While RIAM was a public institute, RMI is a public corporation. It has legal personality, administrative and financial autonomy and is managed in accordance with general provisions governing Public Institutions.⁴⁹ Like RIAM, RMI sits under the Ministry of Public Service (MIFOTRA). It also has a close relationship with the NCBS, which consolidates institutional capacity plans into the national capacity building plan and manages Rwanda’s CBF. Linked to the national planning and budget cycle, government agencies and ministries submit training and capacity-development plans to NCBS, which are consolidated into a national plan. Once the annual national training plan has been consolidated, NCBS provides funding for RMI to deliver short courses targeting critical skills gaps (previously PSCBS contracted RIAM). In this respect, RMI is a service provider for the NCBS and so responsible to the secretariat, even if not formally, legally responsible.

RIAM was governed by a board of directors and managed by a General Director. According to a 2012 institutional assessment, RIAM’s board of directors met regularly and provided strategic direction to the institute. According to the law establishing RMI, the board of directors is the “governing and decision-making organ” for the institute. Members of the board are appointed by Presidential order, and according to regulations should be selected from different sectors on the basis of their competence and expertise. Thirty percent of seats are reserved for women. Seats on the board are not specifically reserved for particular ministries, agencies, or institutions of higher education.

Day-to-day management is the responsibility of the DG. Since its establishment, RIAM faced management challenges. From 2009 until June 2012, RIAM/RMI has had three DGs—of which two were arrested for management challenges—and for long periods had only an acting or interim

⁴⁹ Article 1, Law No. 30 of 20/07/2013.

director. Because of this, RIAM faced difficulties making major decisions or carrying out long-term planning. The lack of consistent, strong leadership is perceived to have negatively impacted RIAM's ability to deliver. As laid out in a 2012 draft strategic plan, it was felt that RIAM 'struggled to implement its strategic priorities and has lacked well-defined goals and objects' (RIAM 2011b). The plan noted that RIAM focused on reacting to immediate demands, in part because of lack of permanent leadership. With its transformation to RMI, a General Director was appointed and has been in place since July 2013.

Facilities

RMI facilities are owned by the government and managed by RMI in accordance with public laws and regulations and other procedures. RMI has a campus in Kigali as well as Murambi, Muhanga District, Southern Province. Previously, both also served as the campus to RIAM, as well as the CFRC.

The Kigali campus consists of two buildings. The first is moderately furnished and at full capacity can accommodate up to 100 trainees—though tables and chairs would have to be added to several rooms to serve this number of trainees. A canteen is available and could cater tea or light meals. A second, newer building is rented out to the British Council, which offers English language training. Many of RMI's workshops, diploma, and MA programs that are offered in collaboration with partners are delivered at the Kigali campus.

Most of RMI's short courses take place at the Murambi campus, roughly an hour's drive from Kigali. This campus has three classrooms that can accommodate 30 people each. It is connected to the internet through fiber optic cables, and there are Wi-Fi connections in the IT lab and administrative buildings. The IT lab is equipped with roughly 50 desktops. It was not possible to verify that computers were equipped with financial management and other software used by civil servants in their daily jobs.

The Murambi campus has a cafeteria that can cater breakfast, lunch, and dinner for trainees. It also has dormitories that can house 60 trainees. Construction was recently completed on a new dormitory that will be able to accommodate 75 people once furnished. Transportation to the Murambi campus is paid for by trainees' parent ministries. However, trainees themselves do not receive travel stipends, rather their parent MDA pays providers directly.

Faculty and staff

RMI's organizational structure was approved by management and the Board of Directors in November 2013 and was approved by Cabinet in July 2015. During the interim period, RMI continued to operate under RIAM's structure.

RIAM's approach to carrying out training was to partner with international institutes to deliver longer-term degree, diploma, and certificate course, and to hire external consultants to design and deliver short courses aligned with NCBS' national capacity building plan. It employed a core

group of administrative and training staff to coordinate these efforts. A situational analysis carried out in 2011 found 23 staff in place at RIAM, of these three were trainers (RIAM 2011a, 18). The analysis raised the limited number of full-time, in-house training staff as a constraint on RIAM’s ability to deliver high-quality training. It also found that staff responsible for training had “limited or no experience in working in the professional domains they teach.” The report also noted that “staff are moved into positions for which they are not qualified or do not have the relevant experience” and that there was limited mentoring or guidance for these staff (RIAM 2011a, 12).

As of March 2015, RMI employs 21 staff, of which 4 are mapped to the training department (RMI 2015b). A 2013 institutional assessment indicated that more staff would be needed. The report recommended approving the new organizational structure, which would increase overall staffing to 40 and the training department to 10 full-time staff.

For the delivery of NCBS-funded short courses, RMI relies on consultants hired on a part-time basis. After the training calendar is developed in alignment with the NCBS national capacity building plan, RMI advertises for consultants. As described below, RMI coordinates with consultants on the development of curriculum. If a specific course is offered multiple times in a year, multiple consultants may be hired; training department staff reported it can be difficult to find one person with the availability to conduct each session. While some consultants may come back each year, most do not, posing a challenge for quality control. In the past, RIAM made initial investments to strengthen in-house training capacity through train-the-trainers and partner-delivered MBA, diploma, and certificate programs. If approved and implemented, the new organizational structure will put more emphasis on ‘in house’ capacity to build curriculum and carry out short course training.

Consultants are paid US\$200–250 a day. Contracts cover preparation and reporting (2–4 days), as well as the delivery of training (5–10 days). For a five-day short course, consultants receive roughly US\$1,400. For ten-day courses the fee is roughly US\$2,800. These fees are considerably higher than the monthly salary of RMI training staff.

Table 4.1. Cost of Consultants for Short Courses

Consultant Facilitators	RWF	US\$
Per day	138,000	200
5-day training, 2-day prep and report	966,000	1,400
10-day training, 4-day prep and report	1,932,000	2,800

Source: Interviews.

MA, diploma, or certificate programs offered on RMI’s campus have been delivered through partner institutions. As described below, these include MSM, the PALAMA (now the National School of Government [NSG]). Partners have brought trainers from their own institutes to RMI, or have recruited additional experts to carry out courses jointly with other RMI trainers.

Curriculum and selection of students

As noted above, the training delivered by RIAM and now RMI can be divided into two broad groups. The first group comprises NCBS-funded short courses and the second MA, diploma, or certificate programs, seminars as well as workshops, offered in collaboration with partners. Some tailor-made training has been offered at the request of specific ministries, departments, or agencies, but this has not made up the bulk of RMI's business. At the time of writing there were also ongoing discussions about the possibility of offering information and communication technology (ICT) related training for civil servants, as well as developing eLearning opportunities. In July 2015, these activities were launched.

The development of RMI's training calendar begins with the submission of capacity-building plans to NCBS, which are submitted by MDAs as part of the national budget cycle. These plans are consolidated by NCBS and organized according to national priorities. RMI then develops a calendar of short courses targeting skills identified by the national plan. NCBS then procures RMI to deliver on the calendar. The same process was carried out with RIAM-PSCBS.

Once the calendar is set, RMI recruits consultants who are responsible for delivering training, as well as designing the specific content for each course. The basic terms of reference for each course are developed by RMI and staff meet with consultants at the beginning of the year to go through what each course would ideally cover. Consultants then draw up specific curricula for their sessions. Detailed course outlines, as well as power points, reading lists, or other training material are developed by consultants.

One challenge arising from this model is that RIAM/RMI's ability to deliver training to meet critical capacity gaps is tied to and somewhat constrained by the quality of requests being sent to and compiled by NCBS. Annual capacity-building plans submitted by MDAs are more of a wish list based on requests from staff, rather than an actual assessment of the capacity gaps in particular agencies. Similarly, these plans identify broad areas of training, but not necessarily the specific skills or 'level' required—that is, 'human resource management' rather than 'management of personnel records' or 'for entry-level administrative staff'. Conducting public sector training needs assessments had been the responsibility of MIFOTRA, which was reassigned to NCBS's predecessor agency (the PSCBS) and now sits with NCBS.

Additionally, the limited number and capacity of RIAM/RMI staff in the training until, along with challenges arising from staff turnover, as described above, were seen as a limiting factor on curriculum development. As a result, the same basic courses were offered multiple times to the same audience. It seems some civil servants took the exact same course two years in a row. People with very different job profiles and levels of management experience were often placed in the same basic training (entry level staff being trained alongside senior management).

RIAM/RMI reaches roughly 2,000 civil servants a year through its short-course program; since July 2010, it has trained 10,193 civil servants. RMI has set out a goal of training 22,532 people

through government-funded programs between 2013 and 2018. To achieve this goal, it would need to train roughly 3,750 people a year, which would require increasing the number of people attending courses by roughly 1,700 a year.

The list of training beneficiaries for RMI’s short courses is drawn from MDA training plans and compiled by NCBS. Beneficiaries are matched with courses according to generic interest areas, not based on their job level, previous training, or a needs assessment of skills gaps. A 2013 institutional assessment of RMI identified this as a constraint to delivering high-quality training. The challenge of matching the right person with the right training was also raised with regard to workshops offered with partners and is discussed further below. A list of short courses offered is provided in Figure 2.4.

For NCBS-funded short courses, RIAM/RMI offers certificates of attendance, but not certificates on the basis of competencies gained. RMI does not test or track what students know before attending or after completing modules. For internal M&E purposes, RMI tracks outputs (the number of people trained) rather than outcomes (improved performance). This is understandable, as measuring outcomes of capacity training is complex and outcomes can be difficult to measure and attribute. RMI has laid out plans to trace the impact of training, including a tracer study of students who completed the 2003–2004 MSM MBA program.

Table 4.2. Short Courses Offered and Civil Servants Trained by the RIAM/RMI (July 2010–January 2015)

Course	Civil Servants Trained*
Administration and Management	75
Basic IT	53
Communication and Public Relations	75
Conflict Management	303
Customer Care and Quality Service Delivery	612
Documentation and Archives Management	83
Entrepreneurship and Cooperative Management	14
Environmental and Sustainable Development	11
Financial Management	45
Financial Management, Budgeting and Internal Auditing	15
Fundamentals of Budgeting	94
Gender-based Planning and Management	60
GIS and Remote Sensing	21
Human Resource Management	335
Induction Course	3006
Internal Auditing	28
Integrated Payroll and Personnel Information System	281
Leadership and Change Management	339

Course	Civil Servants Trained*
Leadership for Good Governance	260
Leading a Highly Performing Government	143
Logistics and Stock Management	138
M&E	718
Office Management	328
Office Management and Documentation and Management of Archives	9
Power Point and Excel	19
Professional Writing and Reporting Skills	19
Project Analysis and Management	189
Project Management	16
Public Financial Management	113
Public Policy Analysis and Implementation	43
Public Procurement	489
Public Procurement and Contract Management	0
Research and Teaching Methodology	33
Result Based Management	15
School Management	99
Social Development	15
Strategic Human Resource Management	62
Strategic Planning and Management	99
Strategic Planning, Project Management and M&E	22
Talent Management and Leadership Development	18
Urban Planning	30
Total	9,135

Source: RMI.

Note: *Individual civil servants may take more than one course at the institute; reflects the individuals passing through each course rather than through the institute overall.

Course offered by partner institutes have been perceived to be quite strong. These focus on the delivery of Masters, MBA, diploma, or certificate programs, as well as workshops. Generally, these have been programs offered by partner institutes in their home countries. Partners adapt this training to the Rwandan context both through the independent efforts of its own trainers and in consultation with RMI.

Selection of participants in these programs has varied. For the MBA offered with MSM, participants from government and outside of government encouraged to apply. These applications were vetted and students were admitted on the basis of their qualifications. A similar process was conducted for courses offered through PALAMA. A call for applications was circulated to ministries. Applicants were vetted and admitted on the basis of qualifications. For workshops, getting the right people at the table seems to have been more challenging. Senior-level officials,

especially, are overstretched and may be unable to attend workshops themselves. Instead, they may send representatives from their office to take their place.

Table 4.3. Courses offered in partnership with MSM

Course Title	Date	Number Trained
MBA Program	2003–2004	23 Senior government officials graduated
Post Graduate Diploma Program <ul style="list-style-type: none"> • Human Resource Management • Financial Management • Purchase Management 	2008–2009	72 Public servants graduated
Post Graduate Diploma Program <ul style="list-style-type: none"> • Strategic Human Resource Management • Project Management • Procurement Management. 	2011	72 Public servants graduated
Short Courses <ul style="list-style-type: none"> • Policy and Strategy Development 	2011	17 Public servants graduated
Seminars <ul style="list-style-type: none"> • Policy Development for Sustainable Business Development (15 participants) • Developing Small Enterprises (9 participants) • Poverty Alleviation Policies(16 participants) • Country Competitiveness (14 participants) • The High Performance Framework (15 participants) • Organizational Change (16 participants) • Transforming Public Sector Services (8 participants) • Public Procurement Management (13 participants) • Managing self: How Leaders Develop Their Own Competencies (15 participants) • Strategic Human Resources Management (32 participants) 	2011	153 Public servants attended
Training of Trainers (TOT)	2011	72 Trainers attended
Research Methodology training	2014	15 Participants graduated

Table 4.4. Courses Offered in Partnership with Ecole National d'Administration Publique (ENAP) of Quebec, Canada

Course Title	Date	Number Trained
Master's Program in Public Administration (MAP)	2005–2007	30 Participants
Workshops <ul style="list-style-type: none"> • L'accès des femmes aux postes de décisions au sein de l'administration publique rwandaise • Les mécanismes institutionnels, structurels et décisionnels pour l'égalité entre les hommes et les femmes au sein de l'administration rwandaise 	2005–2008	

Course Title	Date	Number Trained
Short Courses <ul style="list-style-type: none"> • Career Management • Les Competences De Direction (Managerial skills) • Femmes, politique et gouvernance (Women, Politics, and Governance) • Research Methodology • Consultancy Methodology 		
Training of Trainers (TOT) <ul style="list-style-type: none"> • Ingénierie de la Formation • Budgétisation axée sur les résultats • Gestion axée sur les résultats 		
Post Graduate Diploma Course <ul style="list-style-type: none"> • Governance et Management Local (designed for Local Government Executives) 		22 Public servants trained
Training of Trainers (TOT) <ul style="list-style-type: none"> • Leadership and Management Skills Development 	2005	

Table 4.5. Courses Offered In Partnership with the NSG of South Africa (Formerly PALAMA)

Course Title	Dates	Number Trained
Short Course <ul style="list-style-type: none"> • M&E 		15
Training of trainers <ul style="list-style-type: none"> • Gender Mainstreaming • Coaching and Mentoring 	2010	27
Training of trainers <ul style="list-style-type: none"> • Gender Mainstreaming • Coaching and Mentoring 	2011	27
Gender mainstreaming	2012	24
Post Graduate Diploma (Executive Development program) <ul style="list-style-type: none"> • Orientation • Financial Management and Budgeting • Strategic Human Resource Management • Programme and Project Management • Leadership for Good Governance • Strategic Planning and Management • Policy Formulation and Implementation 	2011-2012	15 Senior Managers Graduates
'KHAEDU' Service Delivery Training	2012	115

Course Title	Dates	Number Trained
Integrated Management Training Program:(Roll out) <ul style="list-style-type: none"> • Financial Management and Budgeting (14 participants) • Strategic Human Resource Management (10 participants) • Strategic Planning and Management (12 participants) • Public Procurement Management (11 participants) • Policy Formulation and Implementation (9 participants) • Gender mainstreaming (13 participants) 	2013	69
Integrated Management Training (ToT session) <ul style="list-style-type: none"> • Financial Management and Budgeting (9 participants) • Strategic Human Resource Management (6 participants) • Strategic Planning and Management (9 participants) • Public Procurement Management (5 participants) • Policy Formulation and Implementation (6 participants) • Gender mainstreaming (5 participants) 	2013	40

Financing

Funding for RIAM was allocated in a line item in the national budget, and RIAM submitted an Action Plan and Budget to Ministry of Finance (MICOFIN) annually. RIAM was also able to raise funds through the provision of services or by renting its property. In 2011, revenue raised by RIAM made up 2 percent of its annual budget (RMI 2012, 48). A situational analysis from 2011 found that there was ‘no strategy in place to decrease its reliance on central government funding.’ As a public corporation, RMI will be expected to rely less on national budget allocations and more on fees charged for services. This includes covering the cost of staff salaries. RMI’s annual action plan estimates the institute will need roughly 4.3 million dollars to achieve its planned activities.

RIAM/RMI has been paid by NCBS for short courses based on the number of people who complete the training. Attendance is checked and trainees must sign in every day—this information must be submitted to NCBS as proof that training was delivered. This is a strong quality control mechanism that is in place to ensure CBFs are not spent unless actual training is received. Yet, this also makes budgeting difficult. If a course has been prepared for 50 people, but only 25 arrive on the first day and only 22 return each day to complete the training, RMI is only reimbursed by NCBS for 22 people and must cover the remaining expenses incurred for the planned number of attendees out of pocket.

The fee RMI charges for public sector staff is roughly US\$58 a day (see Table 4.6 for a cost breakdown). For the private sector, the cost is roughly US\$88 per day.

Table 4.6. Training Fees for Public Servants

RMI Training Costs	One Person	
	RWF	US\$
Per Day		
Training fees (covers trainer, materials)	20,000	28.99
Meals	12,000	17.39

Accommodation	8,000	11.59
<i>Per day Total</i>	<i>40,000</i>	<i>57.97</i>
<i>Training 5 days</i>	<i>200,000</i>	<i>289.86</i>
<i>Training 10 days</i>	<i>400,000</i>	<i>579.71</i>

Partnerships

RIAM/RMI have maintained partnerships with a number of international institutes of public administration. The focus of these partnerships has largely been to provide MBA and diploma courses, as well as some workshops and short courses. Partners close role in developing and delivering training has been discussed above.

RIAM/RMI's relationship with MSM began in 2001. Stakeholders identify the initial MBA program offered in 2003–2004 as the most successful outcome of the partnership. The program was a result of cooperation between Rwanda and the Netherlands. It was initiated at the request of the Minister of Public Service (MIFOTRA), who envisioned an MBA program focused not on the private sector but rather adapted for senior government officials. Beyond delivery of training, collaboration between the two institutions has included mentoring of RIAM/RMI staff with regard to the daily management of the institute, as well as assistance in carrying out institutional assessments and developing two strategic plans.⁵⁰

RIAM/RMI's partnership with the South African NSG, formerly PALAMA, began under the umbrella of a regional capacity development project funded by the CIDA. The project covered Rwanda, Burundi, and South Sudan, and the regional coordination office was located on the RIAM/RMI campus. NSG was engaged to implement the project, which included delivering which included delivering Executive Development Post Diploma Program in Executive Leadership.

Most recently, on February 27, 2013, RMI signed an MOU with the Korea Institute of Public Administration which focuses on establishing Integrated ICT supported project training (that is, eLearning).

⁵⁰ RMI strategic plans were developed on a consultancy basis. The Regional Capacity Building Project hired MSM to develop RMI strategic plan under CIDA funds through PALAMA.

Annex 5: A Preliminary List of Public Service Training Institutes in Africa

The following is an initial list of public service institutes in Africa. It is hoped that this can be progressively completed further through consultations, discussions, and dissemination of this note.

Table 5.1. Public Service Institutes in Africa

Country	School
Algeria	Ecole Nationale d'Administration
Benin	Institute of Public Administration and Extension Services (University of Benin) Ecole Nationale d'Economie Appliquée et de Management Ecole Nationale d'Administration
Botswana	Center of Specialization in Public Administrator Management (University of Botswana) Botswana Public Service College
Burkina Faso	Ecole Nationale d'Administration
Burundi	Ecole Nationale d'Administration Institute for local civil servants
Cameroon	Pan African Institute for Development
Chad	Ecole Nationale d'Administration
Comoros	
Congo (Brazzaville)	Ecole Nationale d'Administration
Congo (Democratic Republic)	Ecole Nationale d'Administration
Côte d'Ivoire	Ecole Nationale de l'Administration Administrateur du Travail et des Lois Sociales Couseiller Technique
Ethiopia	<ul style="list-style-type: none"> • Ethiopia Civil Service University • Ethiopian Civil Service College
Gabon	Ecole Nationale d'Administration
The Gambia	Institute of Professional Administration & Management
Ghana	Ghana Institute for Management and Public Administration
Guinea-Bissau	Ecole Nationale d'Administration
Kenya	Kenya School of Government
Lesotho	Lesotho Institute of Public Administration and Management
Liberia	Liberia School of Public Administration Financial Management Training Program
Malawi	Malawi Institute of Management Staff Development Institute

Country	School
Mali	Ecole Nationale d'Administration
Mauritania	Ecole Nationale d'Administration
Mauritius	Mauritius Institute of Public Administration and Management
Mozambique	Instituto Superior de Administracao Publica
Namibia	Namibian Institute for Public Administration
Niger	Ecole Nationale d'Administration
Nigeria	Institute of Public Administration Nigeria Administrative Staff College of Nigeria
Rwanda	Rwanda Management Institute
Senegal	Ecole Nationale d'Administration
Seychelles	Seychelles Institute of Management
Sierra Leone	Institution of Public Administration and Management
South Africa	University of Western Cape PALAMA
South Sudan	South Sudan Management Development Institute Government Accountancy Training Center
Sudan	Institute for Studies of Public Administration and Federalism (University of Khartoum) Sudan Development Institute
Swaziland	Swaziland Institute of Management and Public Administration
Tanzania	Tanzania Public Service College
Togo	Ecole Nationale d'Administration
Uganda	Civil Service College Uganda Uganda Management Institute
Western Sahara	
Zambia	National Institute of Public Administration
Zimbabwe	Zimbabwe Institute of Public Administration Management

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