TABLE OF CONTENTS

I. What we set out to do

1. Introduction

The project was conceived at a meeting at the Rockefeller Study and Conference Centre in Bellagio, Italy, April 16-18, 2002, and was supported by the Charles Stewart Mott Foundation. The Bellagio meeting underscored the need for pragmatic initiatives, undertaken by Africans and supported by representatives from the developed world. These African designed initiatives were to build on the priorities of "Effective Strategies to Realize the New Partnership for Africa's Development (the NEPAD)[1], which were endorsed by the G-8 in its "Action Plan for Africa".

The challenge in reacting to NEPAD was to move beyond rhetoric and generalities, beyond the stage of goal and objective setting, and to move beyond discussions of "what is needed" in the abstract. The challenge was to catalyze the implementation of specific concrete initiatives identified and endorsed by the NEPAD. The ultimate objective was to support the NEPAD vision of underlinedimplementing priority development initiatives congruent with priorities of the G8 Action Plan. Approval and funding would be secured from the political level and civil society.

There were two capacity-building objectives. One was to teach "mapping" for projects, to guide the securing of support, funding, citizen engagement, project implementation and to ensure continuing momentum. In the process, we aimed to test the utility of Decision Mapping ®". The second objective was to guide African proponents' search for private and public donor funds for their initiatives.

It was expected that, at the end of this project, several major initiatives which furthered the goals of the NEPAD would be ready for implementation, then endorsed by the NEPAD secretariat, and ultimately approved by the relevant authorities.

2. *Mapping*

NEPAD clearly sets out the priorities for achieving sustainable growth and development in Africa, but it does not provide strategies to realize these priorities. Aid to Africa has been widely challenged as ineffective. Of the several common problems that have hampered aid effectiveness in Africa, poor project design is at the top of the list. Poorly designed projects are often the result of lack of contextual understanding about the environment in which the project will take place. Poor design is due to the government, partners, stakeholders, and recipients or end-users not being adequately involved.

Mapping is a disciplined approach to plan securing approval for well thought out ideas. It is derived from several systems (checklists of actions/ how to manuals) designed to influence decisions and achieve desired results. *Mapping* borrows from systems designed

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[1] see Annex 1

for the private sector[2] and from guides created for the public sector[3]. The private sector approaches focus on how to influence decisions in order to win large procurement orders or to successfully market commercial products and services. The public sector systems include guides for how to get things done in government — one to influence environmental decisions, another to redesign and initiate major policies, and a third to build evaluation into the design and implementation phases of development projects.

The *mapping* metaphor is meant to convey the need for more than a linear guide from departure point to destination. Provision must be made for alternate routes, and to identify risks and potential obstacles not visible from the departure point. Each map was to flesh out answers to the following questions:

- Which decisions does one want to affect?
- What is the scope of those decisions?
- Who has a role in making or influencing the decisions?
- What is the process of making the decisions?
- What factors will be taken into account in making the decisions?
- What is the best strategy for affecting decisions?
- What skills are required to do so?
- What specific actions should be taken?

Maps should identify individuals or groups that have the power to influence or actually take the needed decisions and whose active engagement is necessary for successful implementation. Each mapping effort should provide a verifiable statement about the outcome and the expected results arising from the initiative.

3. Original Project Structure

There were to be five "phases", designed to maximize input from stakeholders and civil society. Our aim was to ensure the final "maps" would be the result of serious research efforts and dialogue and be presented in a cohesive, accessible, and well-written document.

Phase I —Design Phase
- Meeting of influential persons with significant development assistance and governance knowledge with respect to African ODA, the G-8 summit, and the NEPAD, which was held at Bellagio, Italy (April 15-18, 2002) to provide advice and input to this project design.
- Secure support of the NEPAD Secretariat and officials of the UN Economic Commission on Africa.

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[2] We were fortunate to secure the services of Richard Hodapp, who tutored mappers in his process "Decision Mapping ®". CFGS was authorized to apply the process under a special agreement with TMA ©The Mapping Alliance Inc., 2002.
[3] See especially IDRC's "Outcome Mapping"

Phase II — Competitive Proposal Selection Process

- Commission 15 appropriate proponents to prepare brief project proposals (from the NEPAD priorities)
- Select "jury" members from prominent persons involved in African ODA.
- Using a competitive "jury" process, select the best 6 to 8 (from the 15 commissioned proposals) to be expanded into detailed *maps* to implement the initiatives. The adjudicated competition was expected to lead to higher quality proposals.
- Organize and hold a workshop type meeting in September 2002 to discuss and deliberate the commissioned proposals.

Phase III — Production of Detailed Maps

- Provide resource support for the proponents/authors to develop the 6 to 8 proposals chosen in Phase II into *maps*, identifying specific approaches, actors, policies, and plans for each initiative.
- Assist with arranging and executing at least one focus group discussion for each initiative to ensure that civil society and other stakeholders inform the development initiative.
- Arrange for the proponents/authors to present their work (in progress) to the Commission on Globalization meeting in December 2002. The Commission was to discuss, refine, endorse, and devise means of marketing the results of the work to ensure that they are effectively pursued.
- Organize and hold a workshop to present, debate, and discuss each proposal. This will allow for feedback and in-depth analysis of the initiatives, which will be considered for redrafts.

Phase IV — Public Engagement: Refining the Maps for Dissemination and Public Input

- First stage of dissemination to engage academics and the public to solicit critical commentary from a wider audience than available throughout the previous phases. This will include posting the detailed proposals to a publicized moderated website and convening a conference for African academics.
- Prepare a final redraft of the proposals to incorporate appropriate suggestions from the academic community and the web-based process.

Phase V — Marketing and Promoting the Maps

- Publicize, promote, and disseminate the final proposals to members of the G8 Summit, and the ODA and private donor community prior to the France G8 Summit in June of 2003. This will be done through convening a series of "briefings" for the proponents to present the proposals to officials from governments, multilateral, bilateral, and private donor agencies, as well as local scholars and dignitaries.

II. What We Did

Project Amendments
We failed to secure 100% funding for the project. We received a generous grant from the C S Mott Foundation, a substantial grant from the IDRC, but did not achieve the envisioned matching funding from the Canadian International Development Agency (CIDA). As the lead for the 2002 G-8 Summit, Canada had committed to expanding funding for NEPAD initiatives. We requested that CIDA support the dissemination, promotion, and documentation phase of the project. This support was not forthcoming

Beyond revisions due to lower than anticipated funding, changes to the project design were made in response to input from Africans working in the development community. Rather than simply include Africans as members of the jury, Africans (not Canadians) were to select the list of NEPAD initiatives from which the few to be mapped would be selected. Africans (not Canadians) must propose the most qualified African proponents to develop the maps. A second point concerned the competitive jury process to choose initiatives and the proponents. Although we had considered that "losers" were inevitable, we were advised that a competitive process could add a negative dynamic to the project in Africa. We discarded the jury process.

We were hopeful that each of the initiatives selected for mapping would deal with a significant issue/problem, should have a demonstrative impact, providing extensive visibility for the NEPAD agenda, and some of the initiatives should have shorter time-frames to allow for "early wins." The topics were to be consistent with the themes of the Genoa G-8 Summit "Action Plan for Africa" and donor priorities. The topics were to provide for geographic coverage given that *"one-size did not fit all"*; there was no Africa-wide template. Initiatives might be country specific, continent wide, or region wide.

We had an extensive additional list of desiderata to inform the choice of initiatives to map. (In retrospect, this was a foolishly over extensive list). African ownership of the results was critical. Proponents were to be African, or consist of a team with key African partners. Initiatives were to be clearly identifiable with the NEPAD vision. Major African actors such as the NEPAD Secretariat, the UN Economic Commission for Africa and national government representatives were to be involved. Concerns for gender equity issues and cross-cutting gender sensitivity were to inform all proposals. There was to be scope for capacity building and strengthening existing networks. In most circumstances, initiatives were not to duplicate current efforts (there might be occasions where a parallel effort made sense). Each initiative was to lend itself to performance measurement, follow-up mechanisms, and technical peer review. The public and civil society were to be engaged in the process, and, if applicable, focus groups were to be used to solicit input from the public, as well as those charged with implementing any recommendations. Initiatives were not to contribute to environmental problems, and were to adhere to the principles of sustainable development objectives. They were also to include a strategy for continuation after the project was implemented (i.e., be self-sustaining).

The Planned Meetings

The Project began with a September meeting (Johannesburg, see below) where the initiatives to be mapped were chosen and the "Mappers" were selected. October (Paris) was to provide exposure to concepts of peer review and mapping, followed by intensive training in mapping techniques (Mauritius and Johannesburg). The mappers were then to prepare their drafts for review by a critical audience in February (Addis Ababa), to refine their recommendations for wider consultation and promotion. In the actual event, in November we became very concerned about the slow progress and the lack of focus of the work. We decided to hold a 3 day workshop in January 2003 in Victoria, with all the mappers and Richard Hodapp to review mapping concepts and to reach a mutual understanding of what was required for the Addis Meeting.

The mappers were to present their work to the Commission on Globalization meeting in December 2002. The Commission was to discuss, refine, endorse, and devise means of marketing the results of the work to ensure that they are effectively pursued. Due in large part to the fact that the "maps" were not a sufficiently advanced stage for presentation, but also in part to the inadequate room on the agenda, this meeting was not utilized in this manner. Gordon Smith attended and chaired one of several concurrent sessions on the NEPAD project.

After the late February Addis meeting, we envisioned post-Addis Ababa consultative exercises - each to review and revise one of the "maps" as well as a series of grass roots focus groups. The idea was to get support from those responsible for implementation. The consultation exercises were to be held in March or early April. We had arranged for the efforts to be designed, directed and hosted by:

- Lynne Muthoni –Wanyeki. Kenya, of Femnet, agreed to arrange consultative exercises for the maps on (i) energy "platforms" and needs of women in rural villages and (ii) strengthening voters' rights education and reform in Eastern and Southern Africa.

- Vice Chancellor Rudy Murapa of Africa University (Zimbabwe) agreed to arrange a consultative exercise for "Strengthening regional centers for conflict prevention and peace support.'

- Aline Wong. Mauritius, of the Canada-Africa Businesswomen's Association and President Emeritus of the Association Femmes Chefs d'Entreprises Mauriciennes, agreed to arrange a consultative exercise for Micro enterprise.

- John Stremlau, Center for Africa's International Relations, University of Witwatersrand, agreed to arrange consultative exercises on (i) database on the activities of arms brokers and traffickers and (ii) AIDS prevention programming.

We approached CIDA to support these 4 African organizations to run the 6 outreach and consultation exercises on the 6 "maps". CIDA declined.

The Actual Meetings

1. <u>The September 25–27, 2002, meeting in Johannesburg</u>

The Johannesburg meeting commissioned 7 topics to be mapped and the "Mappers" for each emerged. The Department of International Relations at the University of Witwatersrand, South Africa, hosted the meeting. A group of 30 representatives (from 21 countries) from African universities, think-tanks, civil society, and the business community, including the NEPAD Secretariat and UNECA, gathered in late September, 2002, in Johannesburg. The group of 30 selected several initiatives to be mapped from amongst the long list of NEPAD initiatives endorsed in the G8 Action Plan for Africa, along with African individuals to do the mapping.

 The purpose of the meeting was to identify six initiatives from the NEPAD priority development areas and the G8 Action Plan for Africa that could be developed into concrete, strategic development proposals using "mapping" methodologies. After three sessions (two morning sessions and one afternoon session) whereby the participants engaged in debate and dialogue regarding the priority development initiatives within the NEPAD, participants were asked to "vote" for three preferences from the range of initiatives identified throughout the workshop (these were taken directly from the G8 Action Plan, or from several other initiatives not within the plan, which were identified by participants during the workshop).

<u>Strengthening capacity of the regional training organizations</u>[4] for military and civilian aspects of conflict prevention and peace support.
Mappers: Dr. Martin Rupiya (Regional Security Program of Public and Development Management, U. of Wits) and Dr. Gavin Cawthra (University – Mozambique)

<u>Expanding the capacity of sub-regional organizations and the AU in the area of peace and security</u>
Mappers: Dr. Adekeye Adebajo (International Peace Academy, N.Y.) & Dr. Chris Landsberg (Center for Policy Studies, U. of Wits)

<u>Strengthening Voters' Rights education and reform in Eastern and Southern Africa</u>
Mapper(s): Dr. J. Babu Ayindo (Mindolo Ecumenical Foundation, Zambia) & Dr. Livingstone Sewanyana

<u>Energy "platforms" and needs of women in rural villages</u>[5]
Mapper: Dr. Fatma Denton (ENDA-TM, Senegal)

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[4] We dropped this topic in November. We were unable to make contact with Dr. Cawthra following the Johannesburg meeting. Dr. Rupiya , unable to attend the full coaching session, concluded his initiative was not appropriate for "mapping".

[5] Evolved from the idea of a *Women Energy Entrepreneurs Database*

Expansion of microfinance in West Africa
Mapper(s): Didier Djoi (PlaNetFinance, Benin) & Bechir El Hassen, (Bank of Mauritania, Mauritania).

Supporting the development, adoption and implementation of gender sensitive, HIV/AIDS programs for the prevention (education), care, and treatment
Mapper(s): John Anarfi (U. of Ghana) and Jacqui Ala (U. of Witwatersrand).

In the context of the linkage between armed conflict and the exploitation of natural resources, a database on the activities of arms brokers and traffickers
Mapper: Stanlake Samakange

The capacity building component had been expanded - the intern component encouraged students from African institutions to develop communications skills, writing and research skills in their chosen fields and expand their network of contacts

2. The October 23-25 meeting in Paris

Hosted by the OECD Development Centre, the workshop was designed to expose the 7 proponents to more detailed guidance on peer review techniques and *Mapping* techniques. The "mappers" were briefed on peer review techniques by OECD staff from a series of directorates. Sarah Earl from IDRC and Richard Hodapp from the private sector presented state of the art techniques on planning and "mapping" to effect and implement decisions.

By the time the Paris meeting took place it Adekeye Adebayo had withdrawn and Chris Landsberg decided to focus his efforts on producing an Electoral Code to be adopted by the African Union, and discarded the sub regional capacity building topic selected in Johannesburg.

Richard Hodapp was engaged to provide coaching in his proprietary process - Decision Mapping® – and a date was selected to present a 3 day version of the course of instruction. Because participants could not leave Johannesburg, sessions were delivered in both Mauritius and Johannesburg.

3. November 2002 Coaching of "Mappers"- Mauritius and Johannesburg.
The coaching sessions were compromised to a degree because the "mappers" did not have an idea of their "product" or the idea they wanted to sell. Decision Mapping® presupposes that inventors or developers of a product spend most of their time and energy in perfecting the design of the product or idea; they spend little time on the marketing of the product. The same holds true for proponents of an idea or of a new policy or program. We devoted much of the time of these coaching sessions specifying the initiative. The "mappers" were very experienced and informed in delineating the context and the dimensions of the priority problem they wished to resolve; the action of formulating the program or policy solution was foreign to them.

The one exception where, from the beginning, the mapper did have an idea of the "product" or the idea to sell was the database on illicit arms transactions, linked to illegal resource

exploitation and conflict. The discussion focused on alternative sponsors and hosts of the database –to provide legal immunity – and on the operation and funding of the database. For microfinance, it took considerable time to settle on the ultimate proposal. In fact the business resource person felt ignored and did not participate in formulating the proposal.

"Mappers" spent the next 2 ½ months to draw their "maps" – their detailed strategic "business plans". The six draft "maps" were to be presented to officials representing the G8, UN Agencies, donors, the NEPAD Secretariat, the AU, and African government officials, at a February 27-28 meeting in Addis, hosted by UNECA. The intent was to verify the research and the plan in each "map" and to authorize wider consultation with the broad range of parties whose support is essential for implementation.

4. January, 2003, Mapping Workshop, Victoria
Due to a sense of lack of progress, the "mappers" were invited to and participated in a workshop in Victoria, BC , where Richard Hodapp reviewed from the beginning the concepts of mapping. Mappers then presented, in turn, their "product" or policy or program idea. Group work sessions provided assistance and critical feedback to hone the maps. At this point five of the initiatives crystallized
>   -- *Resource Plunder Database for Africa*
>   -- *West Africa MicroCredit fund*
>   -- *Multi Functional Energy Platform in West Africa*[6]
>   -- *African Tertiary Institution Consortium on HIV/AIDS*
>   -- *Electoral Code (Norms, Standards and Mechanisms for the African Union)*

In Victoria, it became clear that the sixth initiative, *Bolstering Governance and Democracy in East and Southern Africa,* which had evolved into an idea for provision of voter education through various media, did not have a "mappable" idea. Therefore, by mutual consent, the initiative was dropped.

5. The February 2003 meeting, Addis Ababa
This meeting, hosted by the United Nations Economic Commission for Africa (UNECA) was designed to provide the opportunity to present the maps to key advisors of the critical decision makers, especially the French Deputy G8 Sherpa, host of the 2003 G8 Summit (since NEPAD was an agenda item). Attendees included the 5 proponents and resource people from CFGS, IDRC, and UNECA staff as well as experts from across the OECD Secretariat. The idea was then to refine the maps, based on the feedback elicited, and then present the refined maps to the envisioned post-Addis Ababa consultative exercises described above.

The Addis meeting Feb. 27 – 28, 2003, was well attended and included representatives from UNFPA, UNDP, UNHCR, UNICEF, and UNESCO, in addition to UNECA. Representatives from the African Development Bank, and the African Union also attended. Members of the NEPAD Secretariat had to cancel at the last minute; they had been continually supportive, and had asked for a report of the Addis meeting and the five project

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[6] Evolved from the idea of a *Women Energy Entrepreneurs Database*

proposals presented. Other participants included the President of the OECD Development Center, officials from IDRC, the Nigerian and Mauritian governments, the French Deputy G8 Sherpa and diplomats from the Canadian and UK embassies. In addition, there were participants representing interests from the African business and finance community and NGOs.

The meeting structure involved five sessions devoted to each of the initiatives in support of NEPAD goals for which draft "maps" were presented. These initiatives corresponded with five sectors of the NEPAD, specifically:
- Resource Plunder Database (Peace and Security Initiative)
- Microfund pour l'Afrique de l'Ouest (Capital Flows Initiative)
- Creation of an Enabling Agency for the Expansion of Multifunctional Platforms in Rural West Africa (Poverty Reduction and Energy Initiatives)
- Establishment of an African Tertiary Institutions HIV/AIDS Consortium (Health)
- An African Code of Electoral Norms and Standards (Democracy and Political Governance Initiative)

At each session, the mapper presented the substantive "content" of their NEPAD support initiative, and then described the "map" — the "process" elements identified to generate the decision to implement the initiative. Each presentation was followed by an exchange of constructive criticism, coaching, and brainstorming to improve the content as well as the methods and processes by which to secure implementation

Illegal Resource Exploitation/Armed Conflict: A Resource Plunder Database **(Stanlake Samkange, Zimbabwe)**

The control and plunder of economic resources has increasingly become the rationale as well as the incentive for armed conflict in Africa, while the control of lucrative natural resources has increasingly provided the means by which armed groups have been able to sustain conflict, and artificially prolong it. As a result, efforts to stop illegal resource exploitation linked to armed conflict in Africa have necessarily become an increasingly important part of African and international efforts to promote peace and security on the continent. Efforts to stop illegal resource exploitation linked to armed conflict in Africa have significant implications not just for peace and security on the continent, but also for development. The plunder of Africa's natural resources by private interests robs local populations of scarce and valuable resources that could and should be used to promote development and poverty alleviation in African countries. The value lost to Africa's development has been in the hundreds of billions of dollars.

The idea was to create a *Resource Plunder Database for Africa* that would collect publicly available information on illegal resource exploitation linked to armed conflict in Africa, and make this information more widely available and more easily accessible. The Database would:
• list all of the principal persons and enterprises that have been publicly associated with illegal resource exploitation linked to armed conflict in Africa;
• report what has been publicly alleged about the operations and activities of these

persons and enterprises as they relate to illegal resource exploitation linked to armed conflict in Africa; and

• report whatever information is available on these persons and enterprises from official public records, including relevant information about known partners and associates.

This initiative focused on influencing an administrative decision, to support the creation of the Database, by the UN Security Council or, as a fallback, the UN Deputy Secretary General for Political Affairs. To connect with the NEPAD principle of being African led, it was proposed that Angola would introduce the idea during its Security Council presidency in November and that the UN, not the African Union (AU), had the mechanism to effect action. Notwithstanding these points, it was suggested that the mapper explore the means of getting the AU, specifically the Conference for Stability, Security, Development and Co-operation in Africa (CSSDCA), and NEPAD Secretariat endorsement of the Database. The risk, as pointed out, was that any AU endorsement would have to come from the Secretary-General of the AU, or from the political leaders, and this might not be possible to get, at least not within a timely fashion. The mapper, however, concluded that a NEPAD Steering Committee (the five originating countries) statement of support would be feasible within the G8 context.

Other points of discussion included the wisdom and timing regarding possible engagement with NGOs (OXFAM and the International Peace Academy) and African institutions. The mapper's conclusion was that, tactically, it was better to bring them in after going to the Security Council (and they would undoubtedly be happy to be included then). This conclusion was based on the judgment that Security Council endorsement would not depend on NGO support.

Concern was also expressed about the mechanism to be used to screen the information in the Database for reliability. What protocol would be used? Similarly, there was concern about the need to ensure the accuracy of the Database. Several participants noted that the sensitive nature of this project meant that safety and security issues should be clearly acknowledged and that methods to ensure the safety of the individuals compiling and maintaining the Database must be included.

MicroFund for West Africa (Didier Djoi, PlaNet Finance, Benin)

The idea was to create an APEX fund, the *MicroFund for West Africa*, which would provide resources to microfinance institutions (MFIs) in the eight countries that comprised the Economic and Monetary Union of West Africa (UEMOA) - Benin, Burkina Faso, Ivory Coast, Mali, Niger, Senegal, Togo, and Guinea-Bissau. PlaNet Finance and commercial banks in West Africa, with the support of international development agencies, would establish the fund jointly. The purpose of the Fund would be to encourage the development of young and promising medium size MFIs in the region by providing them with credit funds targeted to their particular stage of development, and with technical assistance grants to strengthen their governance and internal procedures. The Fund would support the

development of the largest MFIs by providing them with access to loans and grants that would facilitate their transition to formal financial institutions. The model was to be replicable for other regions in Africa.

The discussion focused on the need to balance, on the one hand, the worries of the conservative financial sector regarding sustainability versus the desirability of developing commercial bank linkages and the requirement for service standards to meet the needs of poor entrepreneurs and women. Several participants expressed concern regarding the "prudential dimension"; in other words, the need to ensure commercial viability of MFI enterprises. The discussion also highlighted the need to communicate effectively the history of extensive MFI experience of credit worthiness. Others raised concerns about the ways in which MFIs met the needs of the poor and the desire to provide the grassroots poor with access to commercial bank credit. The concern about costs and consequences of the involvement of commercial enterprises would be answered by the provision of good, cheap Management Information Systems and ratings packages. There were questions as to further steps in the future such as plans to mobilize savings, and the timetable for going Africa wide. Smart card potential was raised. There was a question as to ownership and governance in three to five years, and the exit strategy?

Energy for Poverty Reduction in Africa: Energizing Rural Development Using Multifunctional Platforms **(Fatma Denton, Environment and Development Action – Third World, Senegal and Laurent Coche, UNDP, Mali)**

At this point, the original mapper was joined by Laurent Coche from UNDP who brought his knowledge and experience of the platform approach. This also enabled the original proposal to be enriched by the work undertaken by UNDP for the formulation of a regional programme aiming at catalyzing policy changes to enhance access to energy services by the poor in the region in order to help achieve the NEPAD Objectives and the Millennium Development Goals, particularly those related to poverty, gender and the provision of energy services. Responding to the target of NEPAD, the regional project, is to work collectively over the next 5 years to satisfy its vision – "to provide more efficient, reliable and sustainable energy services to rural male and female clients, representing a further 10% (in addition to the baseline percentages of the population who already have access to modern energy services) of the rural population in sub Saharan Africa in each of the participating countries, thus providing more possibilities to increase income, consumption, to enjoy safe water and a greater well-being, for girls particularly."

(The three key objectives of the regional project are: i) Networking for south-south exchanges of experience, knowledge and best practice across the region on effective planning, management and expansion of decentralized rural energy systems/enterprises; ii) Mainstreaming rural energy poverty issues within local, national and regional poverty reduction policies/strategies; and iii) Catalyzing the development and initiation of national programs for the expansion of multifunctional platforms-based rural energy enterprises that are adapted to local conditions.)

The context was that in Sub-Saharan Africa less than 10% of the rural population had access to modern energy services, compromising prospects for development. This was particularly true of women and girls living in rural areas who bore the burdens of multiple

human energy-intensive tasks. Widening access to modern energy services could free up their time for social and productive activities. NEPAD's goal was to increase modern energy access from 10% to 35% of the African population, (i.e., an increase in access to energy from 60 million people to 300 million over the next twenty years).

The idea was to scale up a concept - multifunctional platforms-based rural energy enterprises - proven by UNDP pilot and demonstration projects. These multifunctional platform projects, adapted to local conditions in West African countries over the last decade, provided best practice models for the effective planning, management and expansion of decentralized rural energy systems/enterprises. The "product" was proven. The challenge was to catalyze policy changes and political decisions to replicate the successful model. A first step was to gain the sponsorship of the NEPAD delegation in Senegal in charge of the environment and infrastructure areas of NEPAD.

The discussion suggested that supporting data be included in the final proposal. In particular, data that provided statistical information related to cost benefit analyses, figures to verify income generation (changes in household income before and after the MFP), real and relative costs of the MFP, possible financing opportunities, and a breakdown of the entrepreneurial activities that men and women using the platform had undertaken (including a success/failure breakdown of these). Other questions focused on the terms and conditions by which a village might qualify for an MFP; the nature of training, support, and maintenance of the MFP after "delivery"; the cost-benefits of diesel fuel (social, economic, foreign exchange, environmental, availability and agricultural fuel substitutes), and the national policies needed to support the MFP initiative. Given the patriarchal cultural reality, there was discussion of the strategies to ensure women's effective participation, to enable women to manage the whole enterprise, including maintenance and repair. Minimum educational requirements were touched on as was the scope for private sector partnership.

Establishment of Regional Consortiums of HIV/AIDS Centres (Jacqui Ala, Center for Africa's International Relations, University of Witwatersrand, South Africa)

In Africa the majority of HIV/AIDS prevalence occurs within the age group 15 – 24. Tertiary institutions in Africa have only recently started addressing the issue of HIV/AIDS among their students. A lack of awareness, ignorance, stigmatization, prejudice, and most significantly, a lack of funding prevented these institutions from effectively confronting the problem. Institutions where HIV/AIDS initiatives did exist often lacked the capacity and finances to allow them to meet the needs of their students.
There was no African HIV/AIDS *research* consortium – for research on prevention and treatment. Youth were a key group, disenfranchised, little known, discouraged, and "going underground." Universities were nodes for the spread of the disease; students were selecting shorter study programs because of the danger (this point redoubled the argument for more effective methods at the university for prevention).

The establishment of a Consortium of HIV/AIDS Centre would seek to guide, monitor, and

provide assistance as well as funding to key tertiary institutions across the Africa. Its primary function would be either to assist in the establishment of student HIV/AIDS centres for the prevention, support and treatment programs at institutions where none existed or to support institutions that already had student HIV/AIDS centres to expand such programs. It envisaged that the Consortium would be owned and led by the African tertiary institutions themselves with input from their students, African governments and the donor community.

Much of the discussion did not focus on the actual initiative, but on the general status, concerns, and needs generated by HIV/AIDS in Africa. It was noted that HIV/AIDS priorities were the weakest part of the NEPAD, which relegated it as a "health" issue. The UN was trying to put the issue in a larger context — ideally on the agenda of Ministers of Finance. The mapper was challenged with the assertion that research to date was inconclusive regarding the benefits of targeting university youth; that many studies suggested youth 10-16 benefited most from prevention programs. Others suggested the 15-18 age group was the optimum target group. The discussion on the draft map revolved around the issue that the expense to maintain an HIV/AIDS Consortium **a**mong African Tertiary Institutions might not provide sufficient benefits. Participants noted the risk, given the large number of universities, of becoming a bureaucratic hierarchy that would be costly and cumbersome. The alternative of a "network" of HIV/AIDS treatment and support centres at Africa universities was suggested, given the concern for bureaucratic structures. It was pointed out that university facilities are inadequate and starved for funds in the first place. A further constraint is that university administrations were not open to outside dialogue. Diversity (structures and programs that work in South Africa might not work in other countries) required differential prevention, treatment, and care programs

The mapper was advised to focus on the niche of tertiary institutions in sub-regional groups like SADC. The advice was to start a regional network, with an ultimate goal being continent wide, but only after some success stories. It was noted that universities could access the Global AIDS Fund only through their national governments, and not directly — the implication being that funding for the consortium or network should be sought through one or two governments. It was agreed that the survey by the mapper currently underway (not complete for the Addis presentation) on HIV/AIDS activities within African universities would provide much needed and critical input. The HIV/AIDS related activities of the Association of Vice-Chancellors of Universities could be taken as a departure point (reference was made to a recent effort by the University of Namibia and to a dedicated session at the March 2003 Meeting of the African Association of Universities).

***Preparing an Electoral Code for the African Union, NEPAD and Independent Electoral Commissions* (Chris Landsberg, Centre for Policy Studies, South Africa)**

The African Union (AU), especially its Conference for Stability, Security, Development and Co-operation in Africa (CSSDCA), itself called for the establishment of clear governance benchmarks for "tenets of democratic society" in Africa, including constitutionalism, a Bills of Rights, free and fair elections, independent electoral

commissions, an independent judiciary, freedom of expression, civil-military relations, anti-corruption, and inclusive systems of governance.

This project targeted the issue of developing an "Electoral Code" for the AU. Electoral norms, standards, and mechanisms were some of the most important dimensions of governance in Africa, yet they had generally received scant attention. The idea was to assist the AU's CSSDCA, the NEPAD Secretariat and the South African Independent Electoral Commission in developing criteria to guide electoral practices, and foster a sound, enabling environment for 'free and fair' elections in Africa. It would develop African electoral norms, standards, and benchmarks for continental discussions and provide a guide for 'best practice in electoral management.'

This initiative was more advanced than the other four presented, and the mapper spoke at length about the recent activity to move it forward. It had thus moved from "proposal" to "project" phase. The "train has left the station and the mapper is on the train," having been invited to participate in the official drafting group of the CSSDCA. The African Union was starting the process of working with civil society organizations. The mapper was advised to solicit comment on the work from other civil society actors and become an AU focal point for this topic.

Given the enormous ambition of the task, the mapper was advised to perhaps select some crucial modules for quick wins — such as an Independent Electoral Commission. Reference, which could be drafted with specific African content. Applying African context to relevant "off the shelf" products, like those of the OSCE Office of Democratic Institutions and Human Rights, might illustrate both commitment to democratic principles and to a sincere desire within the AU to adopt and adhere to them.

Participants listed several priorities that should be included in the "Electoral Code," including rules for financing political parties, the role of public opinion surveys, and the need for constructive political engagement of youth. Others raised the role of media, and especially radio facilities, and the problem of rural application, where observers did not visit. The need for a menu of observation options was raised, as well as the desirability of emphasis on voter rolls. Participants asked that the mapper consider such questions as:
• Should there be an Election Assistance Fund?
• Should there be a dedicated unit for election assistance in the UN? Or in the AU?
• Should provision of voter education materials be a priority?
• Should there be a more explicit link to peer review?
• Should there be specific provisions to promote gender equity?

In finalizing the five initiatives and their maps, there was counsel to exploit the interest in both peer review and public private partnerships. Any idea would be more marketable if it contributed to the creation and application of peer review mechanisms. Any idea would be easier to finance if it had a private sector partner. Mappers were generally advised that proposals should be put into a longer term context, to pose an exit strategy for the funder. Issues of scaling up and sustainability were discussed. The need for longer term

communication strategies was noted. Communication plans were queried, noting the need to buttress NEPAD credibility for success stories.

Next Steps

Following Addis, the following steps took place:

Establishment of an African Tertiary Institutions HIV/AIDS Consortium:
- o A survey of activities at tertiary institutions was completed;
- o the African Association of University Vice Chancellors was approached;
- o University of Witwatersrand hosted a SADC tertiary institutions meeting on HIV/AIDS consortium in October with a proposal for a NEPAD compatible peer review process done by and for Southern Africa universities in an effort at mutual self help in dealing with the disease. Wits is hosting a small workshop to push this process in November. They report strong backing from their Vice-Chancellor.

Resource Plunder Database:
- o The "mapper" consulted with Canadian Ambassador Fowler regarding his championing the approach to the G8.

An African Code of Electoral Norms and Standards:
- o There was a presentation to a May meeting cosponsored by World Bank and OECD Development Center

Microfund pour l'Afrique de l'Ouest:
- o PlaNetFinance are currently in discussion with IFC for a follow up of this project and the creation of an equity fund with negotiations ongoing. Arnaud Ventura met with the President of the IFC in November and has an in principle commitment on an investment.

Creation of an Enabling Agency for the Expansion of Multifunctional Platforms in Rural West Africa:
- o UNDP management was lobbied to ensure continued operation;
- o Meetings were held with the Senegal government to elicit support for highlight demonstration at the G8 Summit in Evian, France.
- o Project document was finalized in May 2003 and approved in July
- o Regional programme was launched, with initial support from UNDP and Belgium, in August 2003 and the creation of a regional coordination Unit within the NEPAD Delegation in Dakar is under way.
- o The project was presented to CIDA for possible co-financing
- o Partnerships with private and public sector partners are under discussions

What We Learned

Commitment to the idea to be promoted.
Decision Mapping is all about process - identifying the decisions necessary to get the "product sold" or the idea effected, and to devise the strategy to influence those making the required decisions. It works when there is a commitment to the idea - to the content, the policy, program, or project being promoted. The original design of the project envisioned a jury selecting the substantive ideas to be mapped, from a competitive "contest" of 15 commissioned proposals, to be presented by the proponent. Due to budget and time constraints, and other objections, we scrapped the competitive dimension, and instead charged the "jury" with selecting the ideas from a non-exclusive list of 15 suggested initiatives drawn from the NEPAD and the G8 Action Plan. By selecting expert volunteers, in several cases (Microfinance is the exception) we did not derive the clarity of, and the commitment to, the idea to be mapped. Indeed in several cases we had to expend considerable effort to teasing out the definition of the policy or program idea to be mapped. "Mappers" were comfortable researching dimensions of the problem. In general, "mappers" were initially uncomfortable with dealing with the process to get their solution adopted.

Lesson: Limit contracting to mappers truly committed to the idea/initiative they wish to promote and to the further notion of producing an implementation plan.

A Hero/Heroine – Leader
The proponent – the "mapper" - must be an articulate recognized expert with leadership and communication skills. The mapper must know the state of play in official circles in their area. Several of our mappers were unaware of relevant African and global events in their area of concentration and did not appear to make much effort to gather the relevant information.

Lesson: Build time into the project schedule to ensure recruitment of well known recognized experts as mappers. Introduce a separate contractual commitment for a survey of recent and forthcoming program and policy decisions, events and agendas.

Team Depth- Institution Backing
We erred in not insisting on documentary evidence and contractual provisions for the commitment of the host university, institute or NGO, rather than just the individual acting as an independent consultant. Stanlake Samkange was a lone (albeit formidable) actor. Fatima Denton did not involve ENDA; Chris Landsberg did not involve CPS. (To be fair, there is not extensive depth in these organizations.) We recruited teams of a pair of individuals, only to find that one member dropped out (Anarfi with Ala, Adebajo with Landsberg).

Lesson: Contracts should have been contingent on participation of all original members of the team. Build time into the schedule to replace mappers if contracts are not signed with all team members who initially commit.

Scheduling the Tutoring sessions
We seriously underestimated the time required for tutoring in Decision Mapping. There was a continual need to explain the concepts, including the distinction between content and process, even in Addis in February. At the first exposure of mappers in October in Paris, Hodapp was given an insufficient hour. Pre-briefing for the two day November tutorials was insufficient. Several mappers had not previously thought about either a clear articulation of what they were "selling". Mappers were not clear about the decision their targeted "customer" would have to make for them to "win the sale". In December we discovered that the concepts of decision mapping had not been absorbed by the mappers – their drafts were seriously inadequate. This necessitated an unforeseen and costly five day emergency meeting in Victoria in January, where Hodapp took the mappers through the process from the beginning. Even at the stage of the February Addis meeting there was a continual need to explain the distinction between content and the decision process.

Lesson: Attendance at the decision mapping tutorials should have been contingent on prior approval of both a draft of the content of the idea and the decision required. The tutorial should have required a minimum of three team members for each map. A four day session should be the norm.

Explaining Mapping
In late fall, Ellen Wright – Director of CIDA's Africa Fund asked "What is Mapping?" This was despite many conversations and much correspondence with her superior.
We assumed people read our proposals. We incorrectly assumed that it would be sufficient to brief donors by listing the eight mapping questions.The Addis meeting underlined the problem of a lack of understanding on the focus of mapping – how to get the proposal adopted. Even though the Addis meeting was designed and advertised as a coaching session on process and implementation – the majority of the discussion was on content of the ideas – not on constructive criticism of the maps.

Lesson: More effort should have been invested in a series of written briefing materials and in an extensive oral briefing at the beginning of each meeting.

Misdirected investment in October OECD seminar on peer review
OECD staff provided a series of experts who explained the rich menu of approaches to peer review, explaining some of the many different processes and mechanisms just within the OECD. The format was too tilted towards a lecture motif – with insufficient time for questions. There was no engagement with Ron Hope of UNECA, who in contrast to all the best practice and lessons described by OECD staff, proclaimed there was only one way to do peer review and the AU has already decided.

Lesson: We should have first exposed the OECD presenters to a discussion of the needs and frame of reference of the African mappers.

Timing

There is a need to be nimble re scheduling work and setting deadlines. For Electoral Norms, the "train left the station" in February before our Addis meeting and the mapper had to get on or be left behind. For topics focused on the G 8 meeting, we were squeezed by the unanticipated early June 2-3 date for the Evian Summit. For the Resource Plunder database, since we focused on the timing of the Angolan presidency of the Security Council- November 2003, the pace was more deliberate.

The newness of the NEPAD process

The fact that the NEPAD exercise was new did not help. The Secretariat was too small and under resourced. There was a lack of clarity on the institutional level, given the jurisdictional contest between the AU and the NEPAD Secretariat. The donor community was not impressed by the dissonance between the text of NEPAD and action on Zimbabwe, not to mention Libyan election in the UN Human Rights Commission.

Culture Clash

There was a subtle undertone of resistance to taking advice that may have been due to the dynamic of North Americans giving advice to Africans. One example is the insistence of one "mapper" that no "Plan B" was needed, and that Hodapp's insight - that many people err by not tailoring the choice of "messenger" to the status of the decision maker – did not apply in his case.

Conclusions   **TO BE ADDRESSED AT BELLAGIO**

Perspectives and challenges

Recommendations

Annex 1: NEPAD

The New Partnership for Africa's Development (NEPAD) is an official document written by visionary African leaders to redress this state of affairs. The NEPAD involves Africans setting their own goals and objectives, and taking responsibility themselves for development priorities and key aspects of governance. It links new initiatives by the industrialized countries to progress in African countries on governance, transparency, poverty reduction, and increased human security. African leaders (53 leaders signed the NEPAD document) themselves assume responsibility for accountability and transparency, for human rights, public financial management, sound corporate governance, the fight against corruption, and the eradication of poverty. Donor countries were impressed by these developments, to the point that the NEPAD took central stage in the G-8 discussion of development at the 2002 Leaders' Summit in Kananaskis, Canada.

A central theme of the NEPAD relates to the challenges of globalization. A common observation of commentaries on "globalization" is that growth has been inequitable, with too many losers. One NEPAD premise is that the "continued marginalization of Africa from the globalization process and the social exclusion of the vast majority of its peoples constitute a serious long term threat to global stability." The NEPAD authors see in globalization "both the context and the means for Africa's rejuvenation."
In their words: "… the advantages of an effectively managed integration present the best prospects for future economic prosperity and poverty reduction."