CRITICAL ASSESSMENT OF THE EFFECTIVENESS OF PROJECT IMPLEMENTATION THROUGH DONORS’ SUPPORT: A CASE STUDY OF THE PAN-AFRICAN PARLIAMENT (PAP)

Kritička procena efikasnosti sprovođenja projekata kroz donatorsku podršku: Studija slučaja Pan-afričkog Parlamenta (PAP)

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Abstract

The study seeks to analyse the effectiveness of project implementation through Donors’ support using the PAP as a case study. Using quantitative analysis as a method of inquiry, the researchers felt that it was important to determine the correlations between the scores of various variables for an in-depth understanding of the study. These variables are (donors’ support, performance management, and team work, coordination and follow-up). Pearson’s coefficient correlation (r) was therefore chosen to calculate and use to measure the degree of association between the variables.

Keywords: The Pan African Parliament (PAP), The African Union (AU), Leadership, PPBS
1. Introduction

The 5th Extraordinary Session of the AU Conference of Heads of State and Government adopted the Protocol to the Treaty establishing the African Economic Community (AEC) relating to the PAP on 2 March 2001 in Sirte, Libya (AU Protocol relating to the PAP, 2001). On 14th December 2003, the Protocol entered into force and thereafter, the PAP was inaugurated on 28th March 2004 in Addis Ababa, Ethiopia. The purpose for establishing the PAP, according to the AU Founding constitution, is to ensure the full participation of the African Peoples in the development and economic integration of the continent, as stated in Article 17(1) of the Constitutive Act of the African Union (July 2000).

Located in Midrand, South Africa, the PAP is the continental body composed of five Members of each National Parliament of the AU Member States (Article 4.2 of the AU Protocol relating to the PAP, 2001). These Members of Parliament are based in their respective countries and only convene at the Headquarters during Ordinary Sessions (Plenary) and meetings of the various Committees that deal with different thematic areas. The Members are responsible for election of a Bureau of five members representing each region of the continent for the management and administration of the affairs of the Parliament and its organs, as stated in the PAP Rules of Procedure adopted on 21 September 2004 and amended on 10 October 2010 by the Plenary. To discharge the Parliament functions, the Bureau is assisted by a Secretariat headed by a Clerk of Parliament with the assistance of two Deputy Clerks as well as other staff and functionaries (Rules of Procedure, 2004; 2010).

2. Problem Statement

To achieve its strategic institutional and political objectives the first PAP Strategic Plan was developed for the period 2006-2010 outlining activities to be undertaken in order to achieve these objectives (PAP Strategic Plan, 2006). As such, the PAP had planned several activities that would be funded by Donors’ support initiatives. However, the problem of performance within the PAP was seen as a persistent bottleneck for the PAP to fulfil its mandate effectively and mechanisms to deal with this are still wanting. Lack of accountability linked to poor communication between the Secretariat and Parliamentarians is a serious problem and this affects the duties of parliamentarians to successfully fulfil their mandate. Aligning the policy to strategy is perhaps the challenge faced by this eight year-old organ of the AU. The study therefore found that, performance measurement needs acute attention.

Instead of assessing successes and challenges faced during implementation of project activities for the above period, a new strategic plan for 2011-2013 was put in place under which the effectiveness of its projects implementation is being questioned.

3. Theoretical Consideration and its implication in this study

The rationale for writing this paper is related to the fact that, the implementation of policy in most organisations in Africa has not been successful. In the past twenty years, most governments and organisations received funds from donors but very little achievement has been registered to trigger the desired socio-economic development.
While the performances of institutions such as the Pan-African Parliament (PAP) have not been good as anticipated, some mechanisms, though insufficient have been put in place to guide the implementation of donor-supported activities with a view to enhance PAP efficiency and effectiveness in fulfilling its mandate in Africa. Why these mechanisms are failing to make PAP a stronger institution in Africa may be found in the lack of planning, compounded with lack of technical capacity within the institution itself to effectively play a leading role in driving Africa’s peace and development vision. This research is based on the premise that, having a planning and management system to use donor funds effectively might address the problem of poor performance of managers. However, increasing efforts have been made in recent years to overcome these deficiencies by developing measures of output which can be used to compare budgeted and actual accomplishments.

The purpose of the study is related to the nature of problems faced by PAP and proposes adequate solutions to improve its management and measurement through the New Public Management Theory (NPM) under which PPBS is used. The study therefore intends:

- To assess the effectiveness of the current financial system support for PAP project implementation;
- To determine project implementation training needs for managers;
- To explore the feasibility of implementing a performance management system within PAP;
- To explore the feasibility of implementing PPBS within PAP; and
- To evaluate the effectiveness of project management within PAP.

This study has considered the New Public Management (NPM) as a move away from a focus on bureaucratic administration to a more customer-oriented and flexible management style grounded in private sector approaches to service delivery and administration.

In this study, it is the NPM concept that inspires various reform measures as far as efficiency and accountability initiatives are concerned. Therkildsen (2001) argues that NPM thinking inspires many reform initiatives. He inferred that, their actual implementation is strongly influenced by local agendas, which lead to significant differences across countries. In practice, reforms are therefore based on a variety of measures. Accountability should be taken into consideration in order to avoid corruption and other related maladministration approaches.

Maladministration involving donor-funded activities often provides recipient organisations some leeway vis-à-vis donors. The same donors may even have conflicting interests that can provide recipients with room for maneuver. However, accountability is assumed to be enhanced by introducing performance management, in which the basic idea is that public sector managers undertake to meet explicit targets or carry out specific activities. In return, institutions such as the AU should commit itself to provide various resource inputs and to give more authority to its organs such as PAP over operations, including budgeting, procurement and personnel. This is assumed to increase efficiency based on the notion that public sector managers face bottlenecks imposed by rules and regulations. Accountability will also enhance in this regard. The above claim is supported by the fact that transparency, translated into clear and explicit managerial targets combined with increased managerial autonomy and incentives to perform, makes it easier to establish the basis for managerial accountability and to achieve greater results without which the notion of accountability becomes irrelevant, as
argued by Edoun (2011). This in turn, increases political accountability in two ways. Monitoring the progress of managers’ and the extent to which targets are met, politicians are able to hold managers accountable in relation to their performance or failure to deliver on targets. The monitoring of specific projects makes service provision more transparent to customers. With this in mind, transparency and explicit performance targets are further steps toward better democratic control and accountability of bureaucracy.

For NPM theory to fit into the current study, it should be driven by a set of public policy reforms that will create conducive environment for project implementation free from donors’ interests. This study considers the impacts of public sector performance reporting as a NPM technique. NPM proves useful as an initial theoretical framework for this study’s examination of PAP performance reporting for two reasons. Firstly, the NPM literature provides a broad contextual base upon which performance reporting can be considered and research hypotheses identified. Secondly, Kimberly (2005) argued that NPM changes have been pervasive but have not followed a strictly consistent path across nations. Thus analysis of public sector performance reporting as a NPM technique will add to the available data related to this issue.

4. Tools adapted and used in new public management

This study argues that in order to be results-oriented, the effectiveness of project implementation within the NPM paradigm should take into account a number of tools such as the Quality Control, Quality Assurance, Total Quality Management(TQM) as well as the Planning, Programming and Budgeting System (PPBS) for accountability and control. This study will considers (TQM and PPBS) because they contribute in the development of a more effective management approach for the supervision of a project life cycle within an organisation.

4.1. Total Quality Management

Deming (2000) is one of the leading thinkers of modern management who is seen as a key originator of TQM. In total quality management, quality is approached as a much wider concept that addresses overall organisational performance and recognises the importance of processes. The TQM is viewed as an integrated effort designed to improve quality performance at every level of the organisation (Deming, 2000).

This study therefore is advocating that the PAP should use TQM as an approach that should seeks to put an emphasis on the quality management system in which quality is brought into work processes. The rationale is to involve internal and external stakeholders, values staff training, and put special emphasis on service-user satisfaction and in a continuous effort. Since TQM calls for better management of available resources and a service, it should be implemented in such a way that, the PAP Management can use donor support effectively in project implementation by respecting the basic requirements of good governance which are related to transparency and accountability (Edoun, 2011; 2012).

4.2. The Planning, Programming and Budgeting System (PPBS)

The PPBS on the other side is a formal, systematic structure for making decisions on policy, strategy, and the development of forces and capabilities to
accomplish anticipated missions. The PPBS is a cyclic process containing three distinct but interrelated phases. The PPBS is about how resources are going to achieve the various objectives of the organization. Mikesell (2011) argues that in a PPBS, budgets are developed on a multi-year basis and framed in terms of programmes, rather than line items. The major contribution of PPBS lies in the planning process, i.e. the process of making programme policy decisions that lead to a specific budget and specific multi-year plans. Effective PPBS systems rely on agreed goals and objectives for the institution. Therefore, the unit and achievement of goals is directly related to funding.

The theory of NPM in this study strongly argues that for the PPBS to play its role with accuracy management, it should meet the organisation objectives. As Kimberly (2005) convincingly put it, NPM should consist of the following functions: planning, controlling, organising, communicating and motivating. With this aim in mind, the Donors money could be used effectively and meet the required objectives.

4.3. The budgeting process under PPBS

Schick (2007) indicated that PPBS is a system of planned progress, when policy from higher up on the hierarchy provides the basis for budget estimates in the lower levels. As mentioned earlier, the NPM tools should lead to a more effective management approach for the supervision of the project life cycle within an organisation. However, in order to achieve an effective project implementation, the process of a project life cycle needs to be taken into consideration. This would enable managers aligning activities planned to resources allocated within the time frame and will also enhance the process of monitoring and evaluation.

4.4. Methodological approach

The researcher identified the PAP MPs and staff as the targeted population. Based on the researcher knowledge of the PAP, a significant effort was made to formulate a questionnaire that included individuals with a range of years of exposure to the programme and contrasting points of view based on political affiliation, location within the organisation, and background. Therefore, out of a total population of 254, a sample of two categories of respondents constituted of 130 MPs and 14 employees at managerial level was selected as summarised in Table – 1. Since participants are known, a probability sampling method was adopted. It was justified by the fact that the population could also be divided into internally heterogeneous sub-groups.

<table>
<thead>
<tr>
<th>Code</th>
<th>Respondents</th>
<th>Total population</th>
<th>Sample size</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Members of Parliament (MPs)</td>
<td>240</td>
<td>130</td>
</tr>
<tr>
<td>2</td>
<td>Managers</td>
<td>14</td>
<td>14</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>254</td>
<td>144 %</td>
</tr>
</tbody>
</table>

5. Research instruments

In an effort to study the effectiveness of implementation of PAP projects through Donors’ support, various instruments were used. These included primary and secondary data. The two instruments were chosen because primary data provides raw information
direct from the respondents through a questionnaire; whereas secondary or historical data allowed the researcher to make appropriate recommendations based on past experience.

The questionnaire emphasised the participants’ experience and involvement with the Management of programmes at PAP. It focused on a range of topics that included standardised questions, current issues, implementation concerns, lessons learned, and the objectives of the programmes. The intent of the questionnaire enabled the researcher to capture perceptions, understanding and attitudes, and therefore statements were considered at face value.

6. Pilot study

A pilot study was conducted in order to gauge the effectiveness of the proposed structure and approach for providing insight into the impact of the subject under study. The study was based on information from two key informants (MPs and Managers). During the pilot study, the review of documents, performance evaluation processes, and pertinent decision-making that relate to service delivery through Donors’ support strategy at PAP were examined. The pilot study also explored whether the written documents were able to provide insight into the processes and procedures of the organisation. Each of these methods led to the identification and examination of re-occurring patterns in a coherent and coordinated fashion designed to shed light on the multi-faceted aspects of the effectiveness of Donor support and its impact in the PAP activities.

The strength of the pilot study is related to the fact that the researcher managed to get relevant informative data and most of the respondents were willing to provide insightful information which was useful throughout the compilation of this report.

6.1. Results, interpretation and discussions of findings

As informed by the research objectives, the questionnaire was divided into topical sections in order to assess the correlation between the effectiveness of project implementation and donors’ support within the PAP. The results are presented using a descriptive illustrations and tables. The analysis uses +9 a quantitative method based on quantitative data.

6.1.1. Presentation of findings

This section of the research describes the analysis of data followed by a discussion of the research findings. The section further presents the results of the two target groups (MPs and Management Staff); thereafter a single table is presented combining findings of the entire sample group.

Assessment of Demographic and background information

While this set of data was not part of the research, it was intended to describe demographic variables of the sample and to assess any influence on the research findings. The demographic data consisted of the position, years of experience, age group, qualifications and gender of the two categories of respondents in the institution.
(i) **Distribution of respondents as per position**

Out of a sample size of 144 respondents targeted in table (3.1), 140 respondents returned their questionnaire of which 126 MPs and 14 staff responded respectively. The 140 respondents (variables) then constituted the usable sample as indicated in Table – 2. below.

Table – 2. Sample distribution as per Position

<table>
<thead>
<tr>
<th>Variables</th>
<th>Sample usable</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Respondents</td>
<td>MPs</td>
<td>Staff</td>
</tr>
<tr>
<td></td>
<td>126</td>
<td>14</td>
</tr>
<tr>
<td>Percentage</td>
<td>90%</td>
<td>10%</td>
</tr>
</tbody>
</table>

The finding illustrates that MPs represents 90% of the sample whereas staff represents only 10%. It is important to indicate that members of Parliament are largely represented at the PAP with the actual figure of 254 MPs. However, it is worth noting that the current PAP Secretariat is composed of 61 staff of which only 17 constitute management staff.

(ii) **Distribution of respondents as per length of service**

This part of the research presents the distribution of respondents with regard to the number of years exposed to the PAP project activities as per Table – 3. shown below for MPs and Staff.

Table – 3. Sample distribution as per length of service for both MPs and Staff

<table>
<thead>
<tr>
<th>Years of experience</th>
<th>MPs</th>
<th></th>
<th>Staff</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Frequency</td>
<td>Percentage</td>
<td>Frequency</td>
<td>Percentage</td>
</tr>
<tr>
<td>[1 – 2] years</td>
<td>32</td>
<td>25%</td>
<td>02</td>
<td>14%</td>
</tr>
<tr>
<td>[3 – 5] years</td>
<td>69</td>
<td>55%</td>
<td>07</td>
<td>50%</td>
</tr>
<tr>
<td>&gt; 5 years</td>
<td>25</td>
<td>20%</td>
<td>05</td>
<td>36%</td>
</tr>
<tr>
<td>Total</td>
<td>126</td>
<td>100%</td>
<td>14</td>
<td>100%</td>
</tr>
</tbody>
</table>

The length of service within the PAP was tabulated to monitor the level of understanding of respondents vis a vis project implementation through Donors’ funds. The finding reveals that at least 50% of respondents from each category have been exposed to the PAP project activities from three to five years. However, 20% and 36% of MPs and staff respectively are also involved in the PAP activities for more than five years, since the institution is only eight years old.

(iii) **Distribution of respondents as per age group**

Question 3 presented in Table – 4. determines distribution of respondents as per their age group combined for MPs and staff.
Table – 4. Sample distribution as per age group for Staff and MPs

<table>
<thead>
<tr>
<th>Age group</th>
<th>MPs</th>
<th></th>
<th>Staff</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Frequency</td>
<td>Percentage</td>
<td>Frequency</td>
<td>Percentage</td>
</tr>
<tr>
<td>[17 – 24] years</td>
<td>0</td>
<td>-</td>
<td>0</td>
<td>-</td>
</tr>
<tr>
<td>[25 - 34 ] years</td>
<td>0</td>
<td>-</td>
<td>02</td>
<td>14%</td>
</tr>
<tr>
<td>[35 – 49 ] years</td>
<td>34</td>
<td>27%</td>
<td>07</td>
<td>50%</td>
</tr>
<tr>
<td>[50 – 55 ] years</td>
<td>53</td>
<td>42%</td>
<td>03</td>
<td>22%</td>
</tr>
<tr>
<td>[56 and above ]</td>
<td>39</td>
<td>31%</td>
<td>02</td>
<td>14%</td>
</tr>
<tr>
<td>Total</td>
<td>126</td>
<td>100%</td>
<td>14</td>
<td>100%</td>
</tr>
</tbody>
</table>

With regard to distribution per age group represented in Table – 4, merged for staff and MPs, the finding indicates that while half of staff members (50%) are aged between 35 and 49 years, only 27% of MPs reflect this category. However, the table shows that most MPs are aged between 50 and 55 years whereas the number of staff is lower at that age group. This could be explained by the fact that staffs are likely to retire within the AU system at the age of 60, whereas MPs are not limited by their age.

(iv) Distribution of respondents as per qualification

Qualification is one of the key requirements for staff to hold a manager’s position at the PAP, which is not the case for MPs for their political career; therefore Table – 5. shows the level of qualification of respondents.

Table – 5. Distribution as per qualification

<table>
<thead>
<tr>
<th>Qualifications</th>
<th>MPs</th>
<th></th>
<th>Staff</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Frequency</td>
<td>Percentage</td>
<td>Frequency</td>
<td>Percentage</td>
</tr>
<tr>
<td>Matric</td>
<td>14</td>
<td>11%</td>
<td>0</td>
<td>-</td>
</tr>
<tr>
<td>Diploma</td>
<td>20</td>
<td>16%</td>
<td>0</td>
<td>-</td>
</tr>
<tr>
<td>Undergraduate</td>
<td>69</td>
<td>55%</td>
<td>08</td>
<td>57%</td>
</tr>
<tr>
<td>Postgraduate</td>
<td>23</td>
<td>18%</td>
<td>06</td>
<td>43%</td>
</tr>
<tr>
<td>Total</td>
<td>126</td>
<td>100%</td>
<td>14</td>
<td>100%</td>
</tr>
</tbody>
</table>

Respondents were asked to indicate their level of qualification in Table – 5. The finding shows that MPs do not necessarily need to be qualified in order to be involved in project activities, while qualification is a prerequisite for staff at management level. The finding further reveals that more than half of each category of respondents (55% of MPs and 57% of Staff) have their first degree. In terms of postgraduate degrees, only 18% of MPs achieved this whereas 43% of staff are equipped with postgraduate degrees. Nevertheless, as leaders of project implementation at the PAP, they should also be well equipped to lead the process if great results are to be achieved though they are supported by the staff.

(v) Distribution of respondents as per gender

The researcher included a question relating to gender distribution of MPs and staff as indicated in Table – 6. below.
Table – 6. Position and Gender distribution of MPs and Staff

<table>
<thead>
<tr>
<th>Item</th>
<th>MPs</th>
<th></th>
<th>Staff</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Male</td>
<td>Female</td>
<td>Total</td>
<td>Male</td>
</tr>
<tr>
<td>Respondents</td>
<td>108</td>
<td>18</td>
<td>126</td>
<td>09</td>
</tr>
<tr>
<td>Percentage</td>
<td>86%</td>
<td>14%</td>
<td>100%</td>
<td>64%</td>
</tr>
</tbody>
</table>

Table – 6. indicates that mixed results exist regarding gender differences and attitudes towards the effectiveness of project implementation activities within the institution. Therefore 86% and 64% of males responded for MPs and staff respectively, whereas 14% and 36% of females only responded for MPs and staff correspondingly. The limited number of women MPs is due to quota allocated to each Member State. Rule 4(2) of the Protocol establishing the PAP (2001) states that: “Each Member State shall be represented in the Pan-African Parliament by five (5) members, at least one of whom must be a woman”. This means that, the probability of having women per delegation is one. On the other hand, males are predominant for staff at managerial level with 64% over 36% of women.

7. Presentation of the research findings

As per the attached questionnaire, the research initially presented the findings and proceeded with discussions to link the questions raised to the objectives of the research. Findings related to donor support, performance management and team work will be consolidated respectively in Table – 7., Table – 8. and Table – 9. below. Answers were coded according to order of importance. For instance, 5 = Strongly agree; 4 = Agree; 3 = Don’t know; 2 = Disagree; 1 = Strongly disagree. These will further be assessed to identify whether there is a correlation between the above variables.

(i) Presentation of findings relating to Donors’ support

Respondents were gauged to indicate their level of understanding of donors support and its impact on the PAP activities. Questions also arose around the conditions of funding by donors. Table – 7. below describes findings under the area.

Table – 7. Donors’ support

<table>
<thead>
<tr>
<th>Question</th>
<th>(5)</th>
<th>(4)</th>
<th>(3)</th>
<th>(2)</th>
<th>(1)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Freq.</td>
<td>%</td>
<td>Freq.</td>
<td>%</td>
<td>Freq.</td>
</tr>
<tr>
<td>Q1</td>
<td>11</td>
<td>8%</td>
<td>114</td>
<td>81%</td>
<td>05</td>
</tr>
<tr>
<td>Q2</td>
<td>02</td>
<td>1%</td>
<td>54</td>
<td>39%</td>
<td>54</td>
</tr>
<tr>
<td>Q3</td>
<td>05</td>
<td>4%</td>
<td>16</td>
<td>11%</td>
<td>40</td>
</tr>
</tbody>
</table>

The following are the Key Items which resulted to the findings indicated in Table (4.6):

(Q1) The impact of donors’ support (which donors?) to allow PAP to deliver its mandate;
(Q2) The alignment of donors’ support with the PAP work plans; and
(Q3) Renewal of the support on the basis of outcomes achieved.
Table – 7. above assessed the implication of Donors’ contribution with regard to the effectiveness of project implementation. The study shows that 81% of respondents confirmed their knowledge of understanding of Donors’ funding regarding PAP activities. Furthermore, consideration of PAP Committee (introduce the PAP committee) reports and minutes certified the involvement of the majority of respondents in the implementation of project activities to enable PAP to deliver its mandate. However, in terms of renewal of this support based on outcomes achieved at end of projects, 47% of respondents rejected the assumption whereas 29% of them were not able to give their opinion (what about the remaining 24%?). Responses on the alignment of donors’ support with PAP work plans raised the question of planning and performance management that is detailed in Table – 8.

(ii)  Presentation of findings under performance Management

The overall objective of a performance management is to access the performance of staff and find ways to overcome their deficiencies for future development (it may be crucial to indicate the performance tool used by the PAP to assess during the study period). This process helps to improve the management, assist in the implementation of strategic objectives and guide managers in decision-making process within the institution. Table – 8. summarises responses under performance management.

Table – 8. Performance Management

<table>
<thead>
<tr>
<th>Question</th>
<th>(5)</th>
<th>(4)</th>
<th>(3)</th>
<th>(2)</th>
<th>(1)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Freq.</td>
<td>%</td>
<td>Freq.</td>
<td>%</td>
<td>Freq.</td>
</tr>
<tr>
<td>Q1</td>
<td>02</td>
<td>1%</td>
<td>18</td>
<td>13%</td>
<td>10</td>
</tr>
<tr>
<td>Q2</td>
<td>0</td>
<td>-</td>
<td>11</td>
<td>8%</td>
<td>13</td>
</tr>
<tr>
<td>Q3</td>
<td>73</td>
<td>52%</td>
<td>42</td>
<td>30%</td>
<td>25</td>
</tr>
<tr>
<td>Q4</td>
<td>42</td>
<td>30%</td>
<td>86</td>
<td>61%</td>
<td>05</td>
</tr>
<tr>
<td>Q5</td>
<td>77</td>
<td>55%</td>
<td>61</td>
<td>44%</td>
<td>0</td>
</tr>
<tr>
<td>Q6</td>
<td>36</td>
<td>26%</td>
<td>94</td>
<td>67%</td>
<td>10</td>
</tr>
<tr>
<td>Q7</td>
<td>92</td>
<td>66%</td>
<td>36</td>
<td>26%</td>
<td>02</td>
</tr>
<tr>
<td>Q8</td>
<td>0</td>
<td>-</td>
<td>07</td>
<td>5%</td>
<td>44</td>
</tr>
<tr>
<td>Q9</td>
<td>0</td>
<td>-</td>
<td>0</td>
<td>-</td>
<td>70</td>
</tr>
</tbody>
</table>

The following are the Key Items which resulted to the findings indicated in Table – 8:

(Q1) Adequate planning for achievement of PAP mandate;
(Q2) Expected results of projects are achieved;
(Q3) Donors’ funds are reallocated from time to time;
(Q4) Low consumption of Donors’ funds is due to lack of leadership;
(Q5) Capacity building for managers is urgently needed;
(Q6) There is need for a performance management at the PAP;
(Q7) External expertise for more effectiveness;
(Q8) Adaptation of managers to changes; and
(Q9) Implementation of New Public Management tools by PAP managers.
Questions under performance management raised issues pertaining to the existence of a proper planning system and managers’ capacity to absorb funds requested by the institution under their guidance. The study revealed that 75% of respondents confirmed that an adequate planning system was lacking to facilitate the alignment of budgets with activities. A proper planning system would solve the problem of funds’ reallocation. Respondents were also requested to respond inter alia to the need for external expertise, performance management system, whereas a high rate of 60% shows that managers are not able to adapt to changes; this is confirmed by lack of knowledge of NPM instrument for more effectiveness.

(iii) Findings under Team Work, Coordination and follow-up

The critical and first step for project implementation relies on the choice of a project team. In the case of the PAP, it was observed that project team is formed according to staff position within the institution, not based on their knowledge of project management. In addition, trust should be built to facilitate a conducive environment for smooth coordination and collaboration to achieve common goals. Therefore, the researcher requested respondents to assess the impact of cross-cutting relationships during the implementation phases of project activities. Table – 9. summarises the findings under this section.

Table – 9. Research Findings relating to Team work, coordination and follow-up

<table>
<thead>
<tr>
<th>Question</th>
<th>(5)</th>
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<th>(4)</th>
<th></th>
<th>(3)</th>
<th></th>
<th>(2)</th>
<th></th>
<th>(1)</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Freq.</td>
<td>%</td>
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</tr>
<tr>
<td>Q1</td>
<td>25</td>
<td>18%</td>
<td>81</td>
<td>58%</td>
<td>02</td>
<td>1%</td>
<td>25</td>
<td>18%</td>
<td>07</td>
<td>5%</td>
</tr>
<tr>
<td>Q2</td>
<td>25</td>
<td>18%</td>
<td>108</td>
<td>77%</td>
<td>07</td>
<td>5%</td>
<td>0</td>
<td>-</td>
<td>0</td>
<td>-</td>
</tr>
<tr>
<td>Q3</td>
<td>15</td>
<td>11%</td>
<td>11</td>
<td>8%</td>
<td>10</td>
<td>7%</td>
<td>41</td>
<td>29%</td>
<td>63</td>
<td>45%</td>
</tr>
<tr>
<td>Q4</td>
<td>19</td>
<td>14%</td>
<td>117</td>
<td>84%</td>
<td>02</td>
<td>1%</td>
<td>0</td>
<td>-</td>
<td>02</td>
<td>1%</td>
</tr>
<tr>
<td>Q5</td>
<td>10</td>
<td>7%</td>
<td>20</td>
<td>14%</td>
<td>14</td>
<td>10%</td>
<td>84</td>
<td>60%</td>
<td>12</td>
<td>9%</td>
</tr>
<tr>
<td>Q6</td>
<td>15</td>
<td>11%</td>
<td>90</td>
<td>64%</td>
<td>30</td>
<td>21%</td>
<td>0</td>
<td>-</td>
<td>05</td>
<td>4%</td>
</tr>
<tr>
<td>Q7</td>
<td>20</td>
<td>14%</td>
<td>20</td>
<td>14%</td>
<td>12</td>
<td>9%</td>
<td>78</td>
<td>56%</td>
<td>10</td>
<td>7%</td>
</tr>
</tbody>
</table>

The following are the Key Items which resulted to the findings indicated in Table – 9:

(Q1) Lack of coordination among cross-cutting functions affects the efficiency of project implementation processes;
(Q2) Standards need to be developed for project management functions;
(Q3) The level of political influence impacts on the effectiveness of project implementation;
(Q4) PAP project managers need coaching on leadership;
(Q5) The current administrative structure limits the effectiveness of project implementation;
(Q6) Need for monitoring and evaluation system; and
(Q6) Need for ethical consciousness for project implementation through Donors’ support.

The findings in Table – 9. revealed that more than half of respondents (58%) admitted that relationships should be enhanced among project managers to facilitate the effectiveness of project implementation. While standards need to be developed for
project in PAP (77%), training required for coaching on leadership (84%) will also assist project managers to acquire skills of leadership with regard to project management. Furthermore, it was indicated that an adequate monitoring and evaluation is urgently required (64%) which will enable project managers to check the progress of projects and be able to identify problems that may occur during the implementation.

8. Interpretation and discussions of findings

This section seeks to interpret and discuss the findings by using a correlation analysis which describes the degree of strength by which one variable is related to another (MANCOSA Study Guide, 2009). In relation to the current study, the researchers analysed the results in conjunction with the research objectives in order to further indicate whether the effectiveness of project implementation and Donors’ support can be related, based on individual responses.

(i) **Objective one: To assess the effectiveness of the current financial system support for PAP project implementation**

By studying various documents, minutes, workshop reports and presentations regarding the assessment of the financial system of the institution, it was revealed that the PAP has not yet migrated and adopt internationally recognised standard operating system such as the SAP to facilitate the reporting of financial expenditure. It was further revealed that the software being used was the new version of Pastel, software that is not adequate to support such activities.

This is probably the cause of delay in the execution of some project activities that required accountability of the previous activities to donors with narrative and financial reports. It was indicated that the PAP is in the process of building the SAP system which is already used by other AU organs. Based on this explanation, it is clear that the current financial system is not able to support PAP project implementation efficiently.

(ii) **Objective two: To determine project implementation training needs for managers.**

Continuous capacity building at all levels usually impacts positively on staff functional competences and daily performances. With the growing concern of a competitive environment, international organisations are likely to be exposed to more pressure from Donors to deliver services as agreed upon. It is therefore important to indicate that the PAP should adhere to this principle if it is willing to play its leading role effectively as the representative of the African peoples.

However, the study revealed that the majority of respondents (55% for MPs and 44% for Staff) acknowledged that capacity building is urgently needed for PAP staff. More so, lack of coaching on leadership as agreed by 84% of respondents enabled the researcher to ascertain that project managers at PAP have not been trained continuously to acquire new knowledge of public management (50% and 49%). For an eight year-old AU organ, one was expecting to see funds allocated by Donors be inadequately (do you mean adequate???) to enable the institution undertake its activities for the entire continent. However, the study showed that Donors’ funds are reallocated from time to time (52% and 30%), as a result of low absorption capacity by the PAP of Donors’
funds which can largely be attributed to poor leadership and management within the institution (30% and 60%).

(iii) **Objective three: To explore the feasibility of implementing a performance management system within PAP**

In reviewing various reports as mentioned earlier, it was revealed that the appraisal system of the PAP is inadequate to determine staff performances. Findings further revealed that due to lack of a proper administrative structure, project activities were assigned to staff not according to relevant knowledge and qualifications in the domain, but mainly because they hold management positions. A performance management system is an instrument that clearly defines roles and responsibilities of managers and their subordinates for mutual accountability. It measures performances and allows for competition in the organisation and leads to TQM.

It is of the view of Ngowi (2000) that implementation of TQM requires changes that will impact basic beliefs and values that employees hold about work. However, in an attempt to address this deficiency, an audit skills for all professional staff was conducted (Ernest & Young, May 2012) by an international audit firm, to undertake the assignment and submit its report to the Bureau of the Parliament for future recommendation on realignment of staff according to their skills and qualifications.

Although this first step is taken by the institution, the administrative structure of the PAP has just been approved by the AU Executive Council during its 21st Ordinary Session held from 09 to 13 July 2012 in Addis Ababa, Ethiopia [Dec.EX.CL/720(XXI)iii]. The Executive Council then decided that the structure be implemented within a period of five years as of 2012. In the meantime, the Parliament will need to proceed with its activities pending finalisation of the process, since its impact is being questioned by the African Peoples on the status of service delivery. Therefore, a performance management system that could align knowledge with duties is imperatively required as indicated by the study (26% and 67%) to assist the Bureau of the Parliament to take necessary decisions that will enhance the work of the PAP. Since NPM initiatives are performance-oriented, this will give more autonomy to managers and will also attempt to strengthen central controls held by the Bureau of the PAP.

(iv) **Objective four: To explore the feasibility of implementing PPBS within PAP.**

It is of the view that a well organised institution should know what it desires, when and how it will want to accomplish its objectives. Therefore the implementation of these steps should lead the organisation to plan and achieve its objectives set without failure.

With regard to the current study, it was revealed that PAP managers are lacking knowledge of NPM (50% and 49%). Furthermore, the necessary tools used in NPM such as a PPBS that aligns programmes with budgets in an integrated manner should be considered and be used by the PAP. It also shows that PAP managers are not able to adapt to changes incurring in the management of public services (31% and 60%) thus, expected results cannot be achieved as indicated by respondents (74%). The study further revealed that an adequate planning system is required within the institution to enable the latter achieve its mandate efficiently (75%).
The implementation of the PPBS will therefore facilitate quality control identified by Juran (1999) as one of the three processes of quality management to enable the institution achieve great successes. Juran (1999) explained that quality control will then play three major roles to evaluate actual performance; to compare actual performance with quality goals; and to act on the difference.

(v) **Objective five: To evaluate the effectiveness of project management within PAP**

The assessment of any system or activity can only be achieved through a Monitoring and Evaluation process. When project activities are well planned, coordinated and implemented so as to apply the basic steps of a project life circle, the function of monitoring and evaluation becomes an easy task to identify bottlenecks that may hamper the smooth running of a project.

Since its establishment, the Parliament has not put in place a Monitoring and Evaluation System of its project activities. The advantage of the system is to enable an organisation to monitor and assess the implementation phases of its projects for future improvement based on lessons learnt. The system also helps to identify bottlenecks throughout the project and allows for adjustment. The review of project activity reports confirmed that projects are being carried out without any proper monitoring and evaluation since the same recommendations are being repeated with regard to improvement on the implementation of activities under donors’ support. The findings also indicated that 64% of the respondents acknowledged the absence of an adequate system at the time the study was undertaken.

### 8.1. Relationship between variables

The researcher felt that it was important to determine the correlations between the scores of various variables for an in-depth understanding of the study. These variables are donors’ support (1), performance management (2), and Team work, coordination and follow-up (3). A correlation analysis is thus used to measure the degree of strength by which one variable is related to another (MANCOSA Study Guide, 2009).

Lastly, Pearson’s coefficient correlation \( r \) is calculated and used to measure the degree of association between the variables.

The Pearson’s coefficient correlation \( r \) is calculated as follows:

\[
r = \frac{n \sum xy - (\sum x)(\sum y)}{\sqrt{n(\sum x^2) - (\sum x)^2} \cdot \sqrt{n(\sum y^2) - (\sum y)^2}}
\]

Where \( n \) represents the number of pairs of data and in this case \( n = 140 \)

\( \Sigma x \) = sum of all x scores

\( \Sigma x^2 \) = each x score squared and then added

\( (\Sigma x)^2 \) = the total of the x scores squared

\( \Sigma xy \) = multiplication of each x score by corresponding y score and then products added

Therefore,
• Pearson’s coefficient of correlation between Donor Support (1) and Performance management (2), \( r = 0.1607 \)

    **Interpretation:** The result showed that there is a correlation between the above variables, but at low level. A weak linear correlation does exist between donors’ support and performance management as illustrated by the coefficient which is closer to zero.

• Pearson’s coefficient of correlation between donor support (1) and team work, coordination and follow-up (3), \( r = -0.0597 \)

    **Interpretation:** the negative correlation illustrated that an increase/decrease in one variable will result in a decrease/increase in another. Thus, an increase in funding by donors will lead to a decrease in work coordination and implementation of follow-up mechanisms of projects; whereas limited funding will improve team work and coordination.

• Pearson’s coefficient of correlation between performance management (2) and team work, coordination and follow-up (3), \( r = 0.0098 \)

    **Interpretation:** the result showed that there is no linear correlation between performance management and team work and follow-up mechanisms. The values of one variable provide no information about the values of another.

9. Conclusion

While performance remains an equation to resolve within the PAP, some mechanisms, though insufficient have been put in place to assist with policy implementation in an attempt to make PAP more efficient and effective in fulfilling its mandate in Africa. The study revealed that failure of these mechanisms to make PAP a stronger institution in Africa may be attributed to absence of planning frameworks and inadequate institutional technical capacity. The introduction of additional framework for accountability and transparency are therefore necessary pre-conditions in order to hold the PAP Secretariat accountable on decisions taken for the implementation of projects through Donors’ support. In addition, the findings revealed that PAP managers are lacking knowledge of NPM. More so, basic tools of the NPM such as total quality management and PPBS which is an integrated system could assist the PAP Secretariat to achieve expected results. Though the administrative structure of the PAP limits the number of staff, an adequate performance management system should urgently be put in place to address the skills shortage of the current staff. The Pearson’s coefficient correlation between various variables also attested staff poor performance and team work in relation to management of funds released by donors. Findings of the study analysed in the current chapter motivated the researcher to come up with useful recommendations to conclude the study in chapter five.
Critical assessment of the effectiveness of project implementation through donors’ support: a case study of the Pan-african Parliament (PAP)

References

17. Rules of Procedure amended and adopted by the PAP Plenary (10 October 2010), Midrand, South Africa.

** ** **

**Apstrakt**

Studija ima za cilj analizu efikasnosti realizacije projekata kroz donarsku pomoć korišćenjem PAP kao studiju slučaja. Korišćenjem kvantitativne analize kao metode ispitivanja istraživači su došli do zaključka da je važno da se utvrdi korelacija između različitih varijabli kako bi se razumeli rezultati dobijeni studijom. Promenljive su (podrška donatora, upravljanje performansama, timski rad, koordinacija i praćenje). Pirsonov koeficijent korelacije (r) je izabrana mera stepena povezanosti varijabli.

**Ključne reči:** Pan-afrički Parlament (PAP), Afrička unija, liderstvo, PPBS

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