Capacity Focus

Capacity Development: A Foundation for Transformation

Views and Perspectives
Challenges and the Way Forward
Capacity Development in Sectors Strategies and Programs
Project Highlights
Brokering and Exchanging Knowledge
Partnering and Knowledge Networking

Office of the Chief Economist
African Development Institute (ADI)

Capacities for today and tomorrow
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Foreword: Greetings from the Chief Economist & Vice President

I am pleased to present this new edition of *Capacity Focus*. This magazine is intended to provide a platform for reflection and for sharing ideas around the role of Capacity Development in Africa’s transformation.

No profound change can take place, in Africa, in the absence of adequate capacities in governments, in business and in the civil society as a whole. It is very important to insist upon unlocking human potential in Africa, and to make it work for the transformation of the economy.

We are thinking of young entrepreneurs, innovators, women and local communities. Citizens can enhance their participation in the economy and the policy dialogue space with better knowledge and advisory services. The Bank is increasingly being called upon to assist in enhancing Regional Members Countries (RMCs)’ institutional and human capacities. In this respect, the African Development Institute (ADI) and the other Bank’s Departments are expected to play significant roles in their respective sectors of interventions.

Innovative approaches are very important to address the paradigm of capacity and sustainability. Each department has the role to innovate and in collaboration with the other departments to ensure that their projects have a multiplier effect on government’s confidence in project design and management and, in private sector development.

Africa stands ready to address its own challenges with the right knowledge, instruments and appropriate advice. Providing targeted knowledge products can help enhance the dialogue for policy making and sustain economic development’s strategies. In the case of infrastructure and private sector development, it will be important to create a specific knowledge hub for models, guidelines, legal instruments, technical resources including networks and forum discussions to inform and assist Regional Member Countries (RMCs) and the Private Sector in the development and management of their operations. In confronting this capacity challenge, much still needs to be done by all stakeholders as they embark and integrate their capacity development efforts.

“No matter the amount of financial resources mobilized for Africa’s development, such funds would yield only limited or modest results if countries do not have sufficient human, organizational and institutional capacity to efficiently absorb such resources.”

Chief Economist; Professor Mthuli Ncube

We, therefore, welcome this publication, which is expected to generate discussions on this issue, engage the governments in identifying their needs as they seek for more capacity development assistance. We will continue to reinforce the pillars of capacity development, with a focus on our core objectives and operational priorities as described in the Bank Group Strategy for 2013-2022.
The African Development Bank adopted a Ten Year strategy for 2013-2022 to place the Bank at the center of Africa’s transformation from raw material-based economies to more diversified production structures. Such results will depend on the human, institutional and organizational capacity of the beneficiary countries, thus underlining the importance of every program and project approved by the Board to have a clear component of Capacity Development.

In support of the Strategy, the objective of this publication is to reinforce the role of Capacity Development as a Key driver for greater project implementation effectiveness. It emphasizes the importance of effective transfer of knowledge and skills in every project, the necessity to enhance policy-making capacity in every sector. As such Capacity Focus is a multi-sector review. Every department, every initiative would take into account country needs in Capacity Development.

The Bank is envisioned by its members as a credible knowledge broker and a trusted adviser. It will therefore, need stronger knowledge management and an increased ability to provide advice and analysis to its clients.

This magazine aims at promoting the role of every department as a source of knowledge products enhancing networks that would help expand the knowledge to our Regional Member Countries. Through our staff, we look forward to a publication that is instructive on approaches, challenges and experiences. This channel of communication supports also the synergy between our knowledge and the aspirations of the African people as it will serve as a platform of exchange between the Departments and the RMCs in the area of Capacity Development.

Through our demand driven approach, the increasing number of partnerships and knowledge management initiatives, The African Development Institute is taking measures to address Africa’s needs in human capital and in addressing the challenges of building enduring capacities to accompany the transformation of the continent.

With this publication, we aim to raise awareness and generate an interactive and objective debate on the importance of Capacity Development and reinforce the role of the Bank as the leading enabler on the continent.
The third edition of Capacity Focus aims at revitalizing the importance of capacity development in the African Development Bank’s Ten-Year Strategy 2013-2022. As the Bank is preparing itself to be in the center of Africa’s transformation, capacity development is presented, as one of the foundations of this transformation. Evidence has shown that inclusive growth is largely linked to success in strengthening the human and institutional capacity of African countries. Therefore Capacity Development is taken into account throughout the development cycle from the initiation of approaches and strategies to their operationalization and networking.

In light of the above approach, this issue of Capacity Focus integrates the views and insights of a wide spectrum of senior managers, elected officers and staff across the Bank and at different levels of authority. These experts added substantial value to the publication by sharing experiences and the identifying gaps in Capacity Development in their respective sectors. The objective is to share a comprehensive view of the strategic importance of Capacity Development in the Bank and for its stakeholders. Comments and views were also collected from staff in the Bank’s regional offices on the dispensation of Capacity Development within the context of decentralization.

Experts in Fragile States, Agriculture and Food Security and Gender, the three areas of special focus in the Bank Strategy, discuss their experiences and the gaps in Capacity Development in their respective sectors; and they gave useful insights on how the Bank can respond to the impending challenges.

Taking into account the tremendous potential of ICT in Capacity Development, the Knowledge Management Division of the Institute shared ideas about managing knowledge in such a way that it improves the lives of people and the role of new technologies in helping to reach a wider range of regions, countries and diverse actors.

The Institute undertook a number of training activities in 2012 during which more than 1500 trainees from the entire continent have participated.

Two projects have been highlighted in Capacity Focus to emphasize the approach adopted by the Institute towards evidence-based Capacity Development as well as to respond to the Bank’s internal Capacity Development needs. In line with the Institute’s partnering approach, many of these activities were implemented collaboratively with other partners.

Capacity Focus is published triennially with a content that includes Capacity Development approaches and strategies in different sectors and context with contributions from Bank staff as well as from other actors. Our approach, diverse and focused, aims at reinforcing the importance of skills development in the development process.
The Bank’s Contextual and Strategic Framework for Capacity Development in Africa

The African Development Bank (AfDB) recognizes the critical importance of Capacity Development (CD) to attain its agenda for inclusive growth and poverty reduction on the continent. Prior to 2010, when the Bank formulated its Capacity Development Strategy (CDS – 2010 – 2014), AfDB attempted to respond to Capacity Development challenges by including various capacity development components and activities in almost all its operations. Hence, Country Strategy Papers (CSPs), Regional Integration Strategy Papers (RISPs) and sector strategies as well as most of the projects and programs formulated in operations departments include a component of CD.

The Bank’s agenda on Capacity Development, which was an integral part of its Medium Term Strategy – 2008-2012, has now been well articulated in its Ten Year Strategy – 2013-2022, within the framework of one of its Core Operational Priorities i.e. Skills and Technology.

The Strategic Vision of the Bank’s CDs

The main goal of the Bank’s CDs is to enable the Bank to better contribute to building sustainable capacity for development effectiveness in the RMCs. Its objectives are to enable the Bank to: (i) Enhance the quality of its portfolio of projects, (ii) improve the capacity of RMC’s Regional Member Countries to undertake effective policy dialogue, and (iii) strengthen its internal capacity. The focus of capacity development components of selected Bank strategies are spread over a number of thematic areas. These include: (i) trade facilitation and knowledge work by Regional Economic Communities (RECs) and other regional integration bodies; (ii) country systems and institutions for managing public systems concerning oversight and accountability functions, procurement, economic and financial governance; (iii) project design and management; (iv) research and statistics; (v) economic and sector work; (vi) gender mainstreaming; and (vii) monitoring of impacts of climate change. The Bank’s interventions involve support for related infrastructure, technical assistance for institution building and training of targeted beneficiaries.

There are several challenges to Capacity Development in Africa. However the main challenge at the Bank level has always been that most of the Capacity Development/building activities are frequently carried out in an uncoordinated and fragmented manner. In addition, the absence of a standardized format for building capacity makes monitoring and reporting of the Bank’s efforts a difficult affair.

Regional and Sectoral Capacity Building Initiatives

The Partnership for Capacity Building in Africa (PACT) and the African Capacity Building Foundation (ACBF) are the main coordinators of capacity building initiatives in Africa. These initiatives are the main conduit through which the majority of development partners channel their support and resources for various capacity building initiatives across the continent. Their major focus in capacity building con-
stitutes economic governance – economic policy analysis; financial management; statistics; public administration; professionalization of the ‘policy voices’ of civil society, the private sectors; and Parliaments. The AfDB has forged relations for capacity development with the World Bank, through a Memorandum of Understanding (MOU) for the New Framework of Development Assistance and Future ADB/WB Strategic Partnership. Since the signing of the MOU in March 2000, the framework for providing assistance to African countries, particularly low income countries, has changed considerably. The Bank is also engaged in the Strategic Partnership for Africa (SPA), which is a voluntary group of senior policy-makers at the technical level from African and donor countries. The SPA discusses emerging issues within the international aid architecture; including enhancing capacity on the Continent through strategic partnerships.

**Conclusion and Perspectives for the Future**

From the foregoing, it is evident that the length of Africa’s strides on the path to sustainable development will be determined by the pace at which it addresses the development challenges that it faces. These require a set of strategic interventions, ranging from good political governance to effective development policies and programmes. The sheer magnitude, complexity and long-term nature of the challenges as described above make coordination in the implementation of capacity development Programmes, both at Bank’s and RMC’s level a fundamental imperative. The Bank’s Ten Year Strategy 2013-2022, provides the basis for the Bank to take a fresh and determined look at how it should address numerous challenges of Capacity Development in Africa in the foreseeable future.
I. Views and Perspectives

Capacity Development strategies and programs play a major role in the development of the Continent. Different analyses and views are raised in order to ensure adequate approaches and effective programs delivery, one of the editor of Capacity Focus, Anne-Edline Francois managed to speak to a cross section of top leaders in the Bank. This section therefore highlights Capacity Development in the Bank’s vision and strategies through the views and perspectives of the Board Members.

Board Members: Shehu Yahaya, Christoph Kohlmeyer, and former Board member Elfatih Mohamed Khalid comment on all or some of the following points:

• The Bank has stepped up its Capacity Development (CD) programs through various means – the adoption of a CD strategy, and support to Capacity Development activities such as Making Finance Work for Africa, African Water Facility and Fund for Private Sector Assistance. Do you think these efforts are sufficient to help achieve the Bank Long Term Strategy or would you rather see more initiatives, a better focus and more funding?

• The Bank is the premier development institution on the Continent and has a unique role in the development of the African countries and as seen in Asia, Capacity Development has been the main basis for sustaining growth. Do you see Capacity Development playing the same role in Africa with the different initiatives taken by the Bank?

• Is there any other aspect or sector on which the Bank should rather focus its Capacity Development efforts in order to enhance its position as a Voice for Development in Africa?

• What is the specific indicator you would like to see in the evaluation of Capacity Development in Regional Member Countries (RMCs)?

Rail Road Construction
On how to make Capacity Development Program more effective in the Bank

Firstly, my own perception is that the question of Capacity Development (CD) is a very complex one. I think most development institutions have not succeeded very much in this area. One of the things that need to be done is to have an independent evaluation of the CD Programs of the Bank. We would have somebody to evaluate our programs, and give appropriate recommendations on improving effectiveness, taking into account what other institutions in the world are doing and underlining the deficiencies in our various programs. I think this is the way to move ahead rather than this episodic impressionistic assessment.

Having said that, I will tell you very clearly that for me Capacity Development is Extremely Critical. We may have all the resources in the world, mineral oil, land, water resources and so on, without the human skills and capacity to be able to bring together these resources and to utilize them, essentially, we will not be able to develop our economies. This is the case with many African countries. Therefore as far as the bank is concerned, there is one area that I think the Bank is not doing enough, that area being the issue of integrating CD in all our programs and projects. I will focus on two areas.

First on Advisory services and country dialogue level: What efforts are we doing to support the countries to develop their own policies as far as CD is concerned? I am thinking in terms of interaction with the countries, at the level of field offices or higher, including visits at the level of Directors and/or, Vice-Presidents to discuss with respective governments to develop credible CD programs, utilizing both internal resources as well as Africans from other parts of the world. How much have we done that? What the bank can do is to strengthen its advisory role in supporting African countries for them to develop the right policies and effective programs for Capacity Development. It is not just what the bank is doing in CD, it is about how the countries can utilize their own resources and other resources provided by other donors to mount and implement effective Capacity Development programs. The Bank has not done enough at the advisory level. We need to be much more in this direction.

Secondly, in my view, for every major project implemented in Africa that involves the use of fairly advanced technology or areas in which the countries do not have sufficient capacity, we should negotiate with the contractors and consultants who are implementing that particular project, to ensure, as part of the project itself, that there is a CD component devoted specifically to train local staff at various levels: at the middle levels, at the level of young engineers, logistics, environment and communication specialists; in the process of implementing that project, they can learn by doing. For example, for the construction of a major bridge, the contractor should bring engineers that are in their final years or who have graduated or those who are in their first or second year of employment, to work in this project with the understanding that they will also be trained at the level of implementation. Those engineers can learn and combine what they learn in schools with practical applications. We should systematize that for every important project we are implementing in any Regional Member Country in which we have skills gaps. I believe it is extremely important.

Those are the two areas where the Bank needs to do better: Advisory and country dialogue and systematically integrating CD components in projects. There are other things but those are extremely important. For every relevant project that comes to the Board, I look closely to see if we have done enough to support CD in these kinds of areas.

I believe the Bank should develop a major initiative to try to make sure that our projects incorporate a training component even if we have to take this into account in the cost of
that project: for instance the cost of mounting this training program by the consultants or contractors in charge of the implementation of the project.

Take China for example, in the 1950s and early 1960s, when major engineering works were undertaken by foreign contractors, they established a small school as part of that project so the Chinese engineers can learn practical skills that are involved in that project. By the time the project is completed, the contractors would have trained a significant number of local Chinese engineers. We should do learn from that experience.

To conclude, I believe this Capacity Development is an extremely key component of development needs. We need an independent evaluation of what we have done so far and see where the challenges are and try to do better. Capacity Development is an area very challenging as underlined by most Multinational Development Banks. There should be an overall approach of the Bank about Capacity Development. It is not only an ADI approach and I think CD should not be only demand-driven. For people to demand, they have to be aware of what to ask. ADI should consult with the Operations Department to know about their programs, identify their needs and advise them accordingly. Operations staff is very busy; they would need help in that regard. ADI could use both approaches: demand driven and work actively with the operations sectors to help them establish appropriate CD programs.

On Bank’s Initiatives and Capacity Development effectiveness

As a rule, whatever the investment, Capacity Development should always be automatically in-built. When there is a big regional, sub-regional or national road program, we need to be very clear about what are the capacities, institutional and individual, that are required to make the road a success and to make it sustainable. In most cases, capacities in construction, maintenance, even basic capacities do not exist. There should not be infrastructure investment in sovereign lending without answering all the questions about the institutional and human capacities which are needed.

I should note that in terms of Capacity Development, Making Finance Work is doing a good job in two aspects: it is very effective and the clients are very happy and what they do is relevant. The way it is organized is also very cost effective. I think this is the way of doing Capacity Development with the only minimum necessary in terms of transaction cost. This type of structure has no director, no expenses for director’s car, director’s office and so on. The staff works as a team and very close to the clients; I think that is very good.

Regarding Capacity Development in the water sector, I recommended to the President a Bank-wide Water strategy and he very much agreed with the idea. Capacity Development would then be one issue, but it should serve the specific strategy as a whole and not sub-segments. For now, there is a lot of competition between so many other similar initiatives, we have: the Rural Water, the G8 Initiative, the Infrastructure Consortium and the Programme for Infrastructure Development in Africa (PIDA). A specific Bank-wide Water Strategy will encompass Urban Water and Sanitation, Rural Water and Sanitation, Water and Agriculture and all those big themes. And from there we will be able to better deduce what Capacity Development is really needed under those activities or strategic priorities the Bank has set for itself. I believe it doesn’t make sense to have Capacity Development and do it like a little bit watering your garden and plant a little bit.
On fundamental role of Capacity development in Development and CD programs in Africa.

This point refers to the first one. But also Capacity, knowledge and innovation go hand in hand. You cannot have innovation if you don’t have the necessary capacities. In many aspects, in my opinion, Africa will not be well advised to copy western model, like in agriculture, some are working with genetically modified organism (GMO) and are using coals which is not advisable. It is clear from African perspective that copying development path from Western countries or Northern countries is not beneficial. Consequently, it means that Africa must jump steps in its development process. It can only jump those steps when It has the intellectual and the organizational capacity. That is what we really need to strive for.

I believe very much in innovation, even for instance in agriculture, modern biotechnology is so intelligent today that you do not even need this grandfather method of GMO. But you need people who have the knowledge, and centers to do basic studies and center which can research the applicability of it. In the African continent we can be ahead of others even. I believe this is where Capacity Development is the most important.

Another aspect of capacity development relates to pertinent and relevant capacity. Look in Tunisia, there are so many young professionals who are not employable and we end up with youth rebellion. In Nigeria as well, a population of around 160 millions, half of them are young people with no work, some more or less educated but education that is not needed in the country. We have to ask this question Capacity to do what? Pertinent, relevant capacity is the key. Some of the problems stem from the fact that the curricula are not pertinent, they do not create minds to solve problems which we have to solve today; they are not relevant to the state where the society is today.

On specific indicator for Capacity Development evaluation

The Bank is a modern institution but institutionally we do not have the capacity of a modern organization, we are shaped as a very hierarchal and informal type institution. We need a culture change towards a modern functioning effective institution with flat hierarchy and more responsibility.

There is always informal in every organization but in the Bank the informal, in my point of view, is too strong in relation to the formal organization. We should strive for a cultural and an institutional change. We should also cultivate the art of delegating; delegating and ensuring responsibility are not going well in the Bank.

On other aspect or sector to take into account to reinforce the role of the Bank as the Voice for Africa

The bank should really focus on what is written in our Long Term Strategy and should not do otherwise like for instance being involved in peacekeeping in Fragile States and reconciliation. All of those need institutions and people but this is not our chantier, we should keep our finance out. We should not try to be competent in areas where we have no experience. Others have it, division of labor and strategic partnership is a better way. The focus must be on the Long Term Strategy, focusing on what we can do. Capacity development is not an easy task if we really want to do it well. It is so expensive that our little contribution will not be significant enough. It is better to stay within our profile and try to be excellent.

On the Importance of Human Resources to Achieve the Development Agenda

The Bank has stepped up its Capacity Development (CD) programs through various means- the adoption of a CD strategy, the inclusion of CD components and activities in almost all its operations, creation of knowledge platforms, and support to Capacity Development activities such as Making Finance Work for Africa, African Water Facility, and
Fund for Private sector Assistance. Are these efforts sufficient to help achieve the Long-Term Strategy if well implemented or would you prefer to see more initiatives, a better focus and more funding?

I should ascertain from the outset that the Bank has and is still playing a tremendous role in achieving capacity building in RMCs. This is considerably reflected in approving Capacity Development strategy, policy, programs and projects. Capacity Development concept was seen important and effective more than two decades ago for two main reasons: To achieve development agenda, human resources are vital. Training and modern equipment are complements to the human resources. Evidence is that considerable number of countries, especially in my constituency (The Gambia, Ghana, Liberia, Sierra Leone and Sudan) had witnessed very severe and damaging prolonged civil wars. One major negative impact was on human resources. Many intellectuals immigrated to other rich and safe countries. Hence, institutions including training and other facilities were damaged.

It should be acknowledged that the Bank in the last decade has introduced innovative interventions to support the realization of its long term vision. However, considering the fluidity and dynamic context within which most of the recipient countries of the Bank’s efforts find themselves, it makes little sense to believe that efforts already made are sufficient to ensure the full realization of the Bank’s long term vision and strategy. Certainly, the preference is to see more focused additional initiatives introduced backed by increased funding. It is a fact that funding has, to a large extent, limited the scope of the Bank’s interventions and operations, thus, even constituting an important risk to the full realization of the current strategy.

The Bank is the premier development institution and has a unique role in the development of the African countries and as seen in Asia, capacity development has been the main basis for sustaining growth. Do you see Capacity Development playing the same role in Africa with the different initiatives taken by the Bank?

Certainly, Capacity Development is one of the major constraints of a large number of African countries. They lack sufficient capacity, even the Medium Income Countries (MICs), to design, implement and manage their development programs to achieve their objectives of reducing poverty and enhancing growth. It is a fact that one of the criticism that have been levied against some development assistance is the fact that finance is injected into the economies of countries without equally paying attention to strengthening the capacities of those countries to effectively utilize the development aid in order to ensure the full realization of the aid to reduce poverty and bring about growth. It is worthy to note that a couple of countries in Africa are either emerging from conflict or are facing conflict that destroyed or is destroying their institutional capacities and human resources. To ensure sustainability of the impacts of aid efforts and support countries in Africa to sustain growth, it is important that Capacity Development is given due cognizance alongside fiscal support to the countries.

Is there any other aspect or sector on which the Bank should rather focus its Capacity Development efforts in order to enhance its position as a Voice for Development in Africa?
The Coordination of Capacity Development support and initiatives is increasingly becoming a major impediment to harmonized support for Capacity Development to recipient countries and also leading to unnecessary duplication and wastage of limited resources. In addition to the current capacity development strides of the Bank, there is the possibility to take on this issue to support countries to properly design and operationalize Capacity Development coordination mechanisms to streamline capacity development support especially external towards addressing those capacity development needs that are more crucial for the enhancement of sustained growth.

Human Resources skills should also be given more prominence in the Capacity Development effort of the Bank. The local human resources capacity should be substantially built to ensure that countries are less dependent on external resource persons (International Technical Assistance). Capacity Development efforts should be viewed from a demand-driven perspective rather than the traditional supply-driven phenomenon. Countries should be capacitated to be able to comprehensively undertake capacity needs assessment, develop their Capacity Development programs and implement and evaluate them with little or no external interferences. Emphasizing, the Bank should distinct between requirements of Low Income countries and Middle Income countries, Fragile States and Small Population countries and this would indeed ensure implementation of demand-driven perspective.

What is the specific indicator you would like to see in the evaluation of Capacity Development in RMCs?

- Extent to which the institutional and human resource capacities of RMCs have been built,
- Effective coordination of development assistance by RMCs,
- Capacities of the RMCs to assess their Capacity Development needs and design and implement their capacity development programs, and
- Harmonization of aid assistance from different donors with the objective of ensuring constructive Capacity Development.
II. Challenges and the Way Forward

Capacity Development programs are called to deliver structural changes, their implementation face, therefore, important challenges that vary from countries to countries. The Chief Program Officer is responsible for the management of the portfolio of a Regional Department\(^1\). The Bank’s Regional Departments work closely with the Member Countries and follow directly the implementation of Bank operations. Khadidia Diabi, Chief Program Officer of the Center region (ORCE)\(^2\) and Solomane Kone, Lead Economist for the Eastern region (OREB)\(^3\) comment on Capacity Development Programs constraints, successes and the way forward in their respective regions. The Resident Representatives of Liberia and Angola, discussed about CD programs in their country of accreditation and the Infrastructure Specialist in the field office in Mozambique provides an illustration of Capacity Development Programs in the area of roads construction.

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Regional Departments

Capacity Development issues in Central Africa

The Central Africa Region of the Bank includes non-fragile and fragile states, of which two land-locked countries (The Central African Republic and Chad), three forest countries (Cameroon, Congo Brazzaville and The Democratic Republic of Congo), two middle-income countries (Gabon and Equatorial Guinea)\(^4\) and an island nation, Madagascar – which will not be discussed here.

Despite obvious differences relating to the stability of some countries due to several decades of recurring conflicts and respective experiences, the issues of institutional, organizational and human capacity remain central to economic and social development. Overall, the region’s seven countries face major challenges that prevent them, to varying degrees, from managing their individual development optimally, despite four decades of Bank-supported programmes. Therefore, on the whole, the outcome of AfDB’s cooperation with these different countries remains mixed.

In most cases, the state of fragility of Central African countries has engendered instability and significant resource constraints. In addition, educational policies are inappropriate to create the skills mix required to implement priority development programmes. The sector also suffers from weak internal resources, as well as a lack of national institutional memory. This has resulted in severe institutional and organizational weaknesses in many of the countries, often compromising the design and implementation of Capacity

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1) The Bank has nine regional departments in Africa. They are established as focal points to exercise leadership on the Bank’s operations and enhancing country focus and selectivity. They also have the critical responsibility of managing the field decentralization exercise.

2) Center Region, ORCE: Cameroon, Central African Republic, Chad, Congo Democratic Republic, Republic of Congo, Equatorial Guinea, Gabon

3) Region East OREB: Burundi, Kenya, Rwanda, Seychelles, Tanzania, Uganda

4) AfDB: Gabon, Equatorial Guinea. ADF: Cameroon, Central Africa, Congo Brazzaville, Democratic Republic of Congo, Madagascar; Chad
Development strategies that could have helped in preserving social, political and economic gains.

Moreover, the efficiency of public services is unpredictable due to the lack of an effective skilled human resources retention programme and poor management of available human resources. As a result, the governments involved are almost incapable of planning their priority needs in the medium and long term. This also undermines the effective participation of nationals in the dialogue, ownership and implementation of development programmes, including those funded by the Bank.

Regarding the region’s non-fragile states, the comparative examples of Gabon, Equatorial Guinea and Cameroon demonstrate that the challenges differ considerably from one country to another.

For Gabon and Equatorial Guinea, the challenge comes from a development skewed by oil wealth, which has resulted in an undiversified economy. This has led to a near-total mismatch between skilled human resources and institutions struggling to meet the market’s unexpected needs and requirements. The available human resources have a very limited access to new technologies and are therefore inefficient.

Generally, the issue of capacity is less acute in Cameroon, which had very early supported the development of its human resources. Although the country still lacks some cutting-edge expertise, it currently serves as a human resources reservoir for the sub-region, especially for Congo and Gabon. Therefore, the challenge facing Cameroon consists in developing reliable and transparent regulation, management and control institutional frameworks.

Since its inception, the Bank has supported the creation and implementation of institutional reforms, financed technical assistance and knowledge transfer operations, as well as human capacity development, including training. However, the development and quality of the Bank’s portfolio have been constrained by a lack of institutional and human capacity in countries in the region, especially to maintain the quality of dialogue, implement and monitor national and regional operations. Consequently, human capacity development has consistently been one of the pillars of country and regional strategy papers. Indeed, the Bank continues to support the implementation of institutional reforms and to finance technical assistance and skills transfer operations.

Furthermore, following the events in North Africa, the Bank has through its 2012-2022 Ten Year Strategy committed to helping countries achieve inclusive growth. It intends to strengthen advocacy as a means of promoting the balance between training and employment in Africa, to enable its Regional Member Countries meet their diversification needs and help them concretize sustainable economic prospects.

In addition, lessons from implementing Bank regional operations have shown the need to continue building the capacity of Regional Economic Communities, especially that of Economic Community of Central African States (ECCAS) and Monetary and Economic Community of Central Africa (CEMAC), to enable them play their regulatory and integration role, and ensure greater ownership of multinational projects. To this end, the 2011-2015 Regional Integration Strategy Paper (RISP) for Central Africa includes a pillar on institutional and human capacity development.

However, to maximize the impact of Bank operations in the Central Region in development and capacity development programmes of its Regional Member Countries, we believe that the Bank would gain by laying more emphasis on the following points:

- Include capacity development issues, based on an integrated and comprehensive approach to national and regional programmes;
- Support the implementation of educational policies adapted to economic priorities and job-creation that meet the diversification and inclusive growth needs of the countries;
- Further support to the Higher Education, Science and Technology sub-sector (HEST) as well as increase the
volume of investments in support of incubation centres and training for middle-level managers in close collaboration with Regional Economic Communities;

- Encourage and support national policies aimed at fostering the return of the Diaspora;

- Strengthen its position on the debate on the sustainability of capacity-development programmes. The Bank must strengthen its leadership role in the dialogue on operations sustainability, long-term support and incentives aimed at retaining human resources.

Lastly, given the difficulty in mobilizing internal and external resources to finance capacity development efforts, AfDB through its mandate has the duty to pursue the promotion of special initiatives through its trust funds. Such initiatives exist and should be strengthened like the Nigeria Trust Fund to support reforms, empowerment initiatives and other forms of South-South knowledge transfer and the training of African managers, including through scholarship programmes. The Japanese Fund for African Private Sector Assistance (FAPA), the Water Partnership Programme (WPP) and the African Water Facility (AWF) are also mechanisms that can be used for this purpose.

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**Capacity Development Issues in East Africa**

As the Lead Economist for Region East Africa (OREB2), you are supervising a large portfolio comprising of fragile and non-fragile states; how would you say institutional, organizational and human capacities help draw a line between these two groups of countries?

OREB covers seven countries: Comoros, Djibouti, Eritrea, Ethiopia, Somalia, Sudan and South Sudan. Indeed, OREB has the highest concentration of countries classified as fragile states. Fragility is a continuum and fragile states have different characteristics or specificities. In a static sense and using the current conventional criteria mainly based on the harmonized Country Policy and Institutional Assessment (CPIA) index, six out of the seven countries have been classified as fragile states, but at different levels, during ADF-12 cycle. In this context, the African Development Bank (AfDB), and as a matter of fact other institutions including the World Bank, therefore identifies fragile states by reference to their relative performance on the harmonized CPIA index that includes economic management, structural policies, policies for social inclusion and equity, and public sector management and institutions. A fragile state is thus defined as having a harmonized CPIA rating of 3.2 or lower, or the presence of a UN and/or regional peace-keeping or peace-building mission during the past three years. However, we recognize at the same time that the CPIA index only provides a useful proxy indicator for fragility and charts out on progress. It is worth noting that the Bank is working towards enriching our definition and indicator of fragility. This will draw on the Bank’s accumulated knowledge and experience of fragile states as well as the rich body of knowledge, consultations and consensus emerging from the Busan New Deal and Good International Practices and Engagement in fragile states.

Not all countries classified as fragile states covered by OREB face the same degree of fragility. For instance, South Sudan is the newest African State that became independent on, 9 July 2011, after seceding from Sudan after several decades of conflict. The new country faces numerous challenges related to peace, state and institution building as well as others that go with statehood. The UN has described the case of South Sudan as “the development challenge of the generation.” We also have the case of Somalia. Somalia is at a critical juncture in its history. The country is emerging from more than two decades of conflict, with the absence of a central government and isolation from the International Community. The State and institutions as well as the economic base of the country (Somalia) need to be rebuilt in a context of other complex challenges of consolidating the
national reconciliation, and the still fragile peace and stability. All these pressing challenges need to be addressed simultaneously. Luckily, the International Community, including the AfDB, is strongly committed to support the efforts made by the Somalis. However, the situation is complex and very challenging. In a recent speech at a Conference on Somalia held in May 2013 in London, President Kaberuka underlined the fact that this is the first time the international community would be supporting the recovery and the rebuilding of a “failed State”.

Fragility is therefore multi-faceted and dynamic. In essence, fragile states have a set of complex features that include very high rates of poverty, limited institutional capacity, and weak governance. Other factors of fragility also include limited political participation for citizens and civil society, low levels of competition in the private sector and ineffective natural resource management that has the potential to lead to conflicts and increased vulnerability to natural disasters.

In relation to your specific question, the institutional, organizational and human capacities are the critical elements that really help draw the line between fragile and non-fragile states. Indeed, weak human capacities and governance systems as well as inefficient institutions and organizations act as critical brakes in the effective management of development programs and portfolios aimed at consolidating peace and stability, and improving the lives of citizens. As an entry point into the understanding of fragile and non-fragile states, as well as drawing a distinction between the two, it is critical to recognise that State fragility, with the common denominator linked to the weakness of institutions and capacities, is one of the greatest challenges to countries’ development and poverty reduction initiatives.

In response to this situation, the AfDB has developed a Strategy for Engaging in Fragile States as well as associated instruments through the Fragile States Facility (FSF) and its three main windows or pillars. Pillar 1, the Supplemental Support Window, provides resources to eligible post-conflict/crisis countries in addition to their Performance-Based Allocations (PBA) to support governance reforms and capacity development needs as well as the rehabilitation and reconstruction of basic infrastructure. Through Pillar 2, the Bank provides resources to eligible RMCs to clear their arrears vis-à-vis the Bank Group, as part of the debt relief assistance package under the HIPC Initiative and the Multilateral Debt Relief Initiative (MDRI), Pillar 3, the Targeted Support Window, provides supplementary assistance for human and institutional capacity development and knowledge development. Normally, the support under this window is meant to be different and more targeted, flexible and rapid than those the Bank provides through its regular instruments. For instance, this window can be used to provide technical assistance through the secondment of high caliber experts and/or support service delivery through non-sovereigns, including private sector entities.

The evidence shows that the Fragile States Facility has been very instrumental in providing the crucially-needed resources and targeted technical assistance and capacity development support to several eligible RMCs countries to significantly make their ways out of fragility. For instance, five of OREB countries have benefitted (Comoros, Djibouti, Somalia, Sudan and South Sudan) in various ways and degrees suited to their specific circumstances. Many other non-OREB countries have also benefitted, including Burundi, Republic of Congo, Democratic Republic of Congo, Côte d’Ivoire, Liberia, Sierra Leone, Togo and Zimbabwe.

If the line is perceptible on the basis of stronger institutions, do you think there is enough focus on capacity development or has it been done in a way that propels real development for both groups of countries?

As a matter of fact, capacity development has been for a very long time a core area of Bank Group interventions, both for the public and the private sectors. My personal view is that the Bank Group interventions have been significant, relevant and they have contributed to development at the country, continental and regional levels. Capacity development has been rightly recognized and reiterated as a key area of Bank’s areas of focus in the recently adopted Ten Year Strategy 2012-2022 (TYS) for the transformation of Africa, in particular through governance, skills and technology development.

Building institutions and capacities has been a major concern in all types of RMCs, not simply and specifically fragile states.
What differ generally are the acuteness, the depth and the approach one uses depending on the particular situation and circumstances of the countries, even within fragile states.

The Bank Group has delivered capacity development initiatives through two ways: stand-alone institutional capacity development operations in governance and other sectors, institutional capacity development embedded in policy-based operations (economic reforms, budget support), or institutional capacity development components in investment projects. A capacity development component in a development or policy-based operations is complementary to the project/operation itself, and thus deemed essential for its implementation and effectiveness.

All capacity development initiatives are generally demand-driven and cater for actual needs on the ground. Indeed, development effectiveness is ensured through the design of various aspects of capacity development to fit the real needs of the country. In many cases, training programs are designed locally, and the training material and staff are mobilized from the country or the region. In most cases the capacity development projects are internalized to ensure sustainability through the creation of resource centers (training of trainees), or to develop capacity within the national training institutions and/or educational facilities (university and institutes). Among OREB countries, a recent such example includes the grant for the Support to the University of Juba (South Sudan) approved last year to strengthen the capacity of this institution in providing training in auditing, fiduciary management and resource mobilization with a view to enhancing functional capacities of public sector officials in improving service delivery. Another example is the Technical Assistance to Mamoun Beheiry Centre for Economic and Social Studies in Africa (MBC) based in Khartoum (Sudan).

Successful Examples of Capacity Development

In terms of development impact of Bank Group supported institutional capacity development and Policy-Based operations (PBOs), let me just highlight two examples. First, the unprecedented strong and sustained growth and stability that many African countries have experienced over the past more than a decade is mainly the benefit of the tough economic reforms undertaken, and the Bank has been a key partner in this adventure, alongside other development partners. Second, in some extreme fragile situations such as in Somalia, the Bank’s interventions have tended to promote the “learning by doing” by bringing in expertise from nationals in the diaspora and other African countries, in particular Ethiopia, Kenya and Uganda. This was the case in a Public Financial Management (PFM) project in Somalia financed in 2009 through the Fragile State Facility. This support helped the Government to draft a Public Finance Management Bill, a Central Bank Act and a Financial Institutions Act. The support was also instrumental in building a cadre of civil servants specialized in PFM systems and enabled the country to prepare the first national budget in two decades in 2011 and the functioning of the current budget system.
In addition to initiatives at the national level, another important aspect in the Bank Group institutional capacity development interventions that is worth highlighting is the support provided to Regional Economic Communities (RECs) to promote sustainable regional integration. For example, the capacity development project approved back in 2004 to the Institutional Support to the General Secretariat of the Economic Community of Central African States (ECCAS) has helped give impetus to the recovery and the revival of this key regional institution after virtually several years of inactivity. Another example is the Bank’s Common Market for Eastern and Southern Africa (COMESA) Enhancing Procurement and Capacity Project. Through this project the Public Procurement Training Program has been in-built in ten universities and institutes in COMESA Member Countries to ensure post-project sustainability of the capacity development process. More recently in 2012, the Bank has approved a major capacity development initiative for the Intergovernmental to strengthen coordination and project implementation capacities in the context of the critical regional Drought Resilience and Sustainable Livelihood Program, that will contribute to sustainable peace, building resilience to recurrent drought and improving livelihood of millions of people in the Horn of Africa.

In case of insufficient results, in your opinion, what can be done to achieve the full benefits of capacity development programs? Does the Bank provide the appropriate framework to achieve this?

As I highlighted above, my own personal assessment is that the assistance provided by the Bank, alongside with other development partners, to support capacity development initiatives has been not only significant but it has improved substantially in recent years in terms of design, implementation and development impact. I have no solid statistics on the commitments to quote, but it can easily be verified from the Bank’s records that the amount devoted to institutional support and technical assistance is very substantial. Having said that, we must recognize that such assistance has, certainly, not been commensurate with the substantial needs of the continent.

The Bank also provides appropriate frameworks to develop and implement relevant and effective capacity development programs. Interestingly, the Bank provides the appropriate attitude towards changing and adapting its interventions for greater efficiency and effectiveness, through learning from experience, knowledge and post-evaluations recommendations. As an institution, the Bank has positioned itself as a knowledge institution and a partner of reference in development issues of the continent. The Bank relies more and more on knowledge generation, analytical work to continue to enhance the development impact of its operations, in particular in the area of human and institutional capacity development. The Bank also relies more and more on building strong partnerships to learn from others and also to play a catalytic role in meeting the huge demands and needs of the continent, in particular through trust funds and other innovative financing instruments.

The Bank has implemented several measures to ensure appropriate framework for effectiveness of investments in capacity development. First it has intensified coordination with other development partners in the area of capacity development, for instance through regular meetings with the World Bank and the International Monetary Fund and through more direct interaction with bilateral development partners in the field offices. Two success stories come into my mind: one is the establishment of the current African Development Institute (ADI) in ECON Complex and the second is the partnership of the AfDB in the AFRITAC Initiative (African Technical Assistance Centers). AFRITAC is a collaborative initiative between the IMF, African countries and development partners to provide technical assistance and strengthen institutional capacity in African countries in the area of economic and financial governance. The initiative originated from a response to a call by African leaders to the international community to increase technical assistance to Africa and to focus such assistance more sharply on capacity development. Since its launch in 2002, five regional technical assistance centers have been established: one serving seven East African countries, based in Dar Es-Salaam, Tanzania; one for West African French-speaking countries serving ten countries based in Bamako, Mali; and a third center serving eight countries, based in Libreville, Gabon. Two new centers are in the process of being established in West and Southern Africa. The AfDB has been supporting AFRITAC since its inception.
in 2003, and so far it has contributed a total of US$ 15.25 million to AFRITACs.

Another important measure towards creating an appropriate framework for improving effectiveness in its capacity development provision is the creation and strengthening of its own institutional set-up. A Governance and Economic Reforms Department (OSGE) has been created in 2006 which is dedicated to providing capacity development and improving policy and institutional frameworks in RMCs. The Department has been very effective in combining policy and institutional reforms with capacity development. I think this change has exploited the potential synergy in institutional and policy reforms, and thus has improved the impact of effectiveness of capacity development.

Though, I believe that the Bank's (and other development partners) overall contribution towards capacity development has been conducive in propelling development in the Continent. Yet I believe that there is scope for further improvement, particularly in addressing some of the constraints at the country level. First, Regional Member States have to assume full ownership and ensure sustainability of the skills and knowledge, which have been created through investments in capacity development. This would require that Member States should review their own laws and regulations, which govern the retention of skilled human resources. In most countries, the laws and regulations of civil service (including pay scale) is the main factor behind the immigration of skills and brain-drain. The Bank and other development partners have taken cognizance of this issue and introduced corrective policy measures in its policy-based operations. However, to retain the trained and qualified public servants, governments should continue to reflect and adapt their policies and adopt dynamic incentive mechanisms. To assume ownership and sustainability of capacity development and institutional support provided by development partners, governments should provide adequate annual budgetary allocations to cater for the sustainability of the human resources development process and the maintenance of equipment (computer systems, in case of installation of IFMIS).

The Bank Group Capacity Development Strategy has three (3) pillars focusing on enhancing development effectiveness of Bank’s operations, strengthening RMC, capacity for policy design and development management and on building the Bank’s internal capacity, do you think with this approach the Bank is becoming the leading enabler in the different development sectors such as Regional Integration, Infrastructure, Agriculture. Would you add or focus on other aspects?

It is important that the Bank continues with this strategic selectively in the three areas you have mentioned. We think these areas are of strategic focus and they are consistent with the delivery of services as outlined in the Bank’s Ten-Year Strategy 2012-2022. The Bank’s selectivity is important to ensure that it can add value especially in Fragile States where other donors have more difficulty in providing well targeted support and predictable financing.

I would prefer to maintain these areas as core areas, but I would like to scale up its development and transformational agenda through regional collaboration and partnerships. For instance, it has been widely reported in the Bank’s flagships that through partnership and collaboration with regional economic communities, the Bank is already contributing to the development and harmonization of public procurement systems within the Common Market for Eastern and Southern Africa as well as financing a multi-year capacity-development program to support the implementation of the planned tripartite free trade area set to combine the Southern African Development Community, the Economic Community of Central African States and the East African Community.

What would make the Bank unique in its capacity development programs as the Premier Finance Development Institution on the continent?

What makes the Bank unique in the provision of capacity development programs is its strategic focus referred-to earlier, and the substantial comparative advantage and knowledge it has gained over the years in scaling up its interventions in RMCs, particularly in Fragile States. The proximity to the client thanks to the expansion of the country field offices in RMCs and the establishment of regional resource centers, will continue to add to and strengthen the knowledge and experience gained by the institution. The Bank, through the
formulation of Regional Integration Strategy Papers (RISP) has identified strategies and programs geared to strengthening integration and cooperation in Africa. Similarly, the Bank through co-financing of regional projects and through the channeling of capacity development resources through the regional blocs, has established a strong partnership with these blocs. Such partnerships would consolidate the Bank’s role as a Centre of Knowledge and provision of well-targeted development assistance. The Bank is also the premier Finance Development Institution on the Continent by its mandate to mobilize development resources globally. The Bank has succeeded to mobilize several bilateral funds for development purposes in general and for capacity development in particular. The latest include Trust funds for good governance, Regional Economic Integration, Private Sector Development, the Environment and Gender Development.
Capacity Development: A view from the field

Margaret Kilo, Resident Representative Liberia

You are in the field, having first-hand information on the achievements and challenges of the country, how would you balance the three (3) elements of capacity development: institutional, human, and organizational to support the development of the country? What would be the priorities?

In the context of post-conflict Liberia and similar Fragile States, where after nearly two decades of civil strife and war, all institutions are destroyed, the challenge of capacity is evident in all its dimensions, whether institutional, human or organizational. And all three dimensions of capacity are critical to the country’s recovery and socio-economic transformation. I would define capacity in such a context, as the knowledge, experience, and technical skills and abilities to get things done. Capacity Development involving long-term and short-term activities is quite an expensive undertaking. For a country like Liberia, there should be at the onset, a clear understanding of the capacity needs, so that things are not done piecemeal and scarce resources wasted.

A Capacity Development Strategy would then be put in place early on, which outlines the needs, and the plan for developing capacity in the three domains outlined earlier: human, institutional and organizational. Identification of how best to deliver on each type of capacity is also critical at this stage. Development partners need to agree to a strict division of labor that best matches their comparative advantages. I will take the three domains and briefly outline how each would be addressed.

With regard to human capacity, which entails both short-term and long-term training programs, it is critical to ensure that a post-conflict country can source external Technical Assistance to meet its immediate capacity needs, while building a pipeline of national trained and qualified professionals and technicians to eventually replace them. Nationals may seek training in reputable professional institutions in neighboring countries for the short run. However, in the long run, sustainability requires that government invests in quality tertiary institutions that will train the professionals and technicians. Such investments could go on simultaneously.

With regard to organizational capacity, a post-conflict country usually finds that it is putting in place the structures and processes of government from scratch. In the case of Liberia, it has often been narrated how whole ministries had to be in the field office in Mozambique, Joao Mabombo, share their views on these following points: Balancing the three (3) elements of capacity development: institutional, human, and organizational to support the development of the country, the priorities, the impact and the synergy between the Bank’s CD programs and projects implemented and the objectives of the government.
reconstructed after the war. The challenge was that during the war, the best brains left the country, while other workers remained behind and held fort. When normalcy returned, the government was faced with a dilemma of large numbers of unqualified staff on its payroll. That is where systems like IFMIS (Integrated Financial Management Information System) have been instituted in the Ministry of Finance to clean up the payroll and institute financial management efficiencies.

With regard to institutional capacity, we are looking at the regulatory framework for operating a government; all the rules and procedures, policies and laws that need to be put in place for efficiency of the state. In Liberia, we could mention the Automated System for Customs Data (ASYCUDA), which has been instituted at the ports to significantly raise revenue from about USD4 million monthly to about USD 20 million, and drastically reducing the time that ships spent offloading at the ports from about 60 days to less than 10 days.

2) What has been the impact of previous Capacity Development programs, has it been exponential or limited? What, in your view, would be needed for the programs to produce their full impact in the context of this country"?

I would honestly say that the impact of capacity development programs have been mixed in Liberia. Liberia’s development partners have funded capacity development effectively at the level of government, in various ministries to help put high quality systems and policies in place. The African Development Bank, through the Fragile States Facility has been one of Liberia’s most valued partners in capacity development. Within the Ministry of Finance, the FSF has been critical in funding many of the organizational and institutional capacity development programs. FSF support has been vital to aid management, to tax reforms, to helping LEITI (Liberia Extractive Industries Transparency Initiative) attain global compliance status, and even to ensuring that the medical school retained highly qualified doctors to maintain its training programs. FSF has helped both the WASH (Water, Sanitation and Hygiene) and Agriculture Sectors build capacity to implement Bank-funded programs, and the list goes on.

On the other hand, Liberia has implemented capacity programs in a piecemeal approach, without paying much attention to ensuring long-term, sustainable human capacity, which is turning out quite expensive for the country. The education sector for example, still needs a lot of reforms and investments as the country’s school system is plagued by poor physical infrastructure and poor quality educational outcomes. These are problems that many emerging African countries like Ghana and Uganda faced in the early 1990s, but have practically eliminated. With regard to management, Liberia’s education system is dealing with a large number of ghost teachers, ghost schools and untrained teachers, a lack of didactic materials, low enrolment and completion rates, and a large number of graduates who lack the appropriate level of skills (reading and writing especially). With regard to physical investment, many schools and classrooms are dilapidated, and badly need latrines and classroom furniture. Tertiary institutions are in no better state than the schools, and dedicate little attention to science and technology, which should transform the Liberian economy. And such problems plague sector after sector, in spite of the tremendous effort already made by Government.

Donors need to continue to assist Liberia in capacity development, but serious reform of the civil service is needed if the country is to make the changes to its payroll that will enable it to reform its salary structure and retain highly qualified professionals, especially from the Diaspora. The example of countries like Rwanda would be needed in Liberia, and partnerships with business and education established, to directly link the school and the labor market. People need to be informed, and a communication strategy to solicit public buy-in would help. As capacity development takes time, a lot of patience is needed on the part of both the donors and the Government for visible results, such as more qualified graduates at all levels getting jobs.

Do you think there is synergy between the Banks’ Capacity Development Strategy, projects implemented and the objectives of the government?

The Government and the Bank are keen to see that there is capacity to implement Bank-funded programs, because these projects are designed to support the Government’s Agenda for Transformation. The main implementation challenges for government are in financial management, espe-
cially audits, and procurement. Supervision is a challenge during the rainy season because of access and logistical difficulties. Also, it is common to see mistakes in submitted disbursement requests. But the Field Office (LRFO) has been working very closely with the different projects entities to provide technical advices and mentoring. Also, having taken stock of the training needs of the Project staff, a more in-depth fiduciary clinic has been designed for Liberia in collaboration with ADI, Procurement and Fiduciary Services Department (ORPF), Financial Control Department (FFCO) and Liberia Field Office (LRFO) and will take place shortly.

With regard to the forthcoming Country Strategy Paper (CSP) for Liberia, capacity has been identified as a key constraint to transformation, and will be included in every operation to be designed for the country. Besides intensification of capacity development activities in ongoing projects, LRFO has worked very closely with LIPA, the Liberia Institute of Public Administration, to conduct courses for students in our offices as well and ensure that they are placed as interns in Bank-funded projects and associated Ministries and State-Owned Enterprises like Liberia Water and Sewer Corporation (LWSC) and Liberia Electricity Corporation (LEC). With forthcoming projects, we are discussing ways of associating the capacity development programs with tertiary institutions for long-term sustainability for all relevant sectors. We have also helped establish contact between the ADEA (the Association for the Development of Education in Africa) and the Ministry of Education to ensure closer collaboration on education sector issues.

What are the problems that would limit the impact of capacity development programs in the country, if yes, how you would address them to ensure the full success of the programs?

First you must have a peaceful and stable society to develop capacity; that is the most critical ingredient to capacity development. You know when there is civil strife, the first thing to stop is schooling as such institutions are utilized by humanitarian organizations to lodge and care for Internally Displaced Persons (IDPs). If students are not attending schools because there is civil strife, then their opportunity for self-development is gone. Liberian children have lost nearly two decades of education due to conflict. We can place Liberia’s capacity problem at the door of its long and brutal war. We assume that Liberians are tired of war and will maintain the current peace, and then one can consider the country’s capacity challenges from two perspectives and propose some solutions.

On the part of government, there are challenges of a costly piecemeal approach to capacity development, and the structural reforms that must be deepened to ensure that the environment for capacity development in enhanced. The first challenge is much easier to manage than the second, which will need a lot of communication and sensitization of the public in order to happen.

On the part of donors and development partners, the two main challenges are the high cost of providing the Technical Assistance Programs as well as the seemingly long time it is taking to implement reforms in civil service in the country. Considering the current challenging global financial environment, it is difficult to justify the continued use of consultants
in the civil service. Rather, government is expected to implement reforms that could eliminate ghost workers from the payroll and the funds used to improve the salaries of more productive workers. This is more sustainable in the long run.

I believe that the problem of providing sustainable capacity can be remedied through linking the capacity development programs currently being implemented in Ministries and State Owned enterprises (SOEs) with tertiary institutions. Because the war destroyed most educational establishments and tertiary institutions, many young people during the war years did not have a chance to attend university in the country.

Those who were fortunate to leave the country and received some education and experience need incentives to return to a difficult living environment – high cost of electricity and access to affordable quality housing. It is easier to entice older Liberians in the Diaspora to return home to work than younger ones who find the environment more challenging and have memories of the recent difficult times. The Diaspora needs to be engaged in capacity development in a more sustainable manner, and that is where the Government and the donors community can help make the connection between the Technical Assistants and tertiary institutions. We are already doing this through Bank-funded projects.

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**Capacity Development Programs in Angola**

As a post-conflict country, Capacity Development programs are priorities in all its three elements, institutional, human, and organizational and they should be addressed urgently.

**Impact of Capacity programs:** There have been many Capacity Development Programs in the past by the government and development partners but the result is mixed. The first reason is due to the “resource curse” issue Angola as oil exporter has been facing. It is much easier to recruit a consultancy firm to do the job than to do it by oneself. In consequence there is no skills transfer and the country in many sectors has faced shortage in human resources, organizational experience and institutional capacity.

**Training of Trainers and Participant level of education:** Despite the political will in develop capacity in this country, its implementation is challenging. It will be a long process that requires patience and perseverance to get results. It is important to ensure, while designing a training program for capacity development, that the beneficiaries have the minimum requirements to take advantage of these trainings. An assessment of the level of education of each participant to the training will be very useful. Another aspect is the need to build a program to train a body of trainers so that on a regular basis they could train, update knowledge of the participants to the different training programs set up by the country.

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**Septime Martin**

Resident Representative in Angola

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Technical assistance in Angola’s Human Capacity program: In Angola, there is a need to have a greater understanding of the complementarity existing between Human and Social Development Department (OSHD) activities and the African Development Institute (ADI) programs. I guess ADI supports vocational trainings while OSHD focus on soft aspects of initial/regular capacity development programs. How the synergy is built? There is also a need for ADI to be flexible in implementing its capacity development programs taking into account the specificity of some countries and ensure sustainability. In particular there are problems of training trainers to ensure sustainability as well as the availability of materials in the Portuguese language to facilitate understanding by the beneficiaries. In the specific country of Angola the government has resources to finance the Human Capacity Program but the problem is technical assistance in the design, implementation and monitoring of such programs.
Among the bottlenecks hampering the smooth development of Mozambique, the following are the most critical ones: shortfall of financial resources and the lack of skilled people.

The shortfall of financial resources led the country to an economy highly dependent on the International Community support. As to the lack of skilled people the situation is such that no sustainable solution has been identified so far. Several approaches have been adopted by the government including; formal education development, vocational training, recruitment of expatriates to fill specific areas of expertise not available internally, and provision of scholarship for selected people to study within the country or abroad, etc.

One aspect that needs to be taken into account when discussing the issue of capacity of the government is the post war status of the country, a war that destroyed most of the infrastructures and the social tissue.

Despite the effort of the government to provide free basic education to the children, up to level 7, Mozambique is still lagging behind the Southern African Development Community (SADC) Member States, in terms of percentage of literacy. In fact; Aitchison, J. & Rule, P. (2006) in their paper entitled “A quick survey of SADC literacy statistics and projections”, shows the illiteracy rate of ten SADC countries for the year 2000 as presented in the graph below.

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**Figure 1. % of Illiteracy (2000) in 10 SADC Countries**

![Graph showing % of Illiteracy in SADC Countries](image)

Maiese (2005), describes capacity development in all dimensions “as a matter of strengthening the ability of individuals, groups, institutions, and organizations to identify and solve development problems over time”.

This can be reached through carefully planned and well-structured programs that will include, amongst others, formal training, on-the-job training, technical assistance, strengthening of the organization, allocation of financial resources, provision of adequate infrastructure (e.g. ICT), etc. Capacity Development may comprise different areas, being subject to this article in particular; the human resources and organizational structure development. In the case of Mozambique both aspects are of paramount importance given the deficit of expertise in almost all areas of knowledge and weak organizational structure.

Institutional capacity aspects such as policies, legislation, and the whole regulatory framework, are dealt with at the macro level by the Cabinet, through the Ministry of Labor and will not be discussed here. Other Ministries may have internal norms dealing with specific issues of capacity development within the organization.

The weak capacity of the public sector is well known by the government, and measures have been taken to improve the performance of the government departments and state owned enterprises, in particular those tasked with the responsibility of project implementation. In the road sector for instance; initiatives such as; provision of scholarship for university students to be trained in the fields of engineering, economy, project management, etc. was granted to about 100 students during the 90s and most of the current senior staff of the organization came from this initiative. The agreement was for the beneficiaries of the scholarships to serve the organization that provided the scholarship (Roads Agency) for a number of years, after completion of training. In parallel, highly qualified international specialists were recruited to fill positions within the organization to respond to the demand of implementing development projects majority financed by Development Partners. Short time courses were also organized within the country to tackle specific topics while for others, staff was sent abroad for the same purpose of training.

**Impacts of Capacity Development**

Discussion now is whether or not all the effort by the government to build capacity was worthwhile and if the same approach should be maintained in the future, since the needs of expertise in different areas of knowledge will continue for the next decades to come.

Of the several measures described above to develop capacity, provision of Technical Assistance (TA) is the most controversial and it divides opinions when it comes to the perception of the Management and local counterparts versus Technical Assistance team members, on the skills transfer achieved. Invariably; TA team members accuse the counterpart for not being available to learn, and the latter respond by saying that it is the TA team members that are not willing to transfer knowledge to perpetuate the presence in the organization.
Taking side in this dispute may be tricky but one thing is for sure; Technical Assistance is a transitional measure aiming at filling a much localized gap of Knowledge within the organization, and it should be regarded as such while more effective and sustainable solutions are sought.

Overall, Technical Assistance can only be effective if the local counterparts, with appropriate training, are available and willing to assimilate the transferred knowledge from the Technical Assistants. That is not the case in most governmental departments; people with university degrees are tasked with management responsibilities to keep the organization running and as a consequence TAs end up working without any counterpart. In some cases they are even empowered to do management and administrative tasks within the government structure.

The AfDB has financed Technical Assistance in the past for the Roads Agency through provision of a soft component in a loan aiming at rehabilitation of a road in the central part of the country. Unfortunately the grant was never used and was eventually cancelled. Past experience shows that there is a tendency to neglect the soft component during the implementation phase of the project. A close eye on all the project components is recommended to avoid similar situations.

**Communication Issue**

In Mozambique and other lusophone countries, the issue of language is very serious considering that most of the work documents are in English or French (in the case of the Bank). This circumstance turns the learning process of professionals involved in on-the-job training a difficult
task. Communication between TA team members, who mostly are not Portuguese speakers and the counterparts, is a challenge.

Procurement documents are not available in Portuguese and this is also a major bottleneck for implementation of Development Partners funded projects. English courses have been designed for Managers, and procurement practitioners dealing with this kind of projects within the government organizations.

Organizational Structure
The review of the organizational structure is a very important measure that the Roads Agency embarked on within the context of capacity development, when some time ago the government started a reform process in the road sector.

The review of the structure to conform to the vision and the mission set up, as well as the recruitment of the required staff to implement the organization programs, was felt to be an important avenue to attain the organization goals.

Job descriptions were developed for each post to respond to the demand of the new vision and mission.

The establishment of a new autonomous Roads Authority (as part of a wider sector reform) allowed for creation of new posts and elimination of others, with a view to create a dynamic and sustainable Roads Authority.

Staffing
Once the new Roads Agency Authority was created, the task now was to fill the posts with people with appropriate profile. This proved to be a real challenge. Note that, as explained, the country was just coming from the war that devastated the infrastructure including the social tissue of the country.

The universities were not able to respond to the market demand in terms of graduates needed every year, the few graduates that entered to the job market had no experience and were insufficient, and the country was still relying on expatriates who held very high positions with great responsibility in the government structure.

To worsen the situation, the few qualified people working for the organization, after gaining adequate practical experience, left their organizations to join the private sector, where pay is higher.

Incentives
To retain the staff within the government structure, an incentives policy was adopted comprising of housing program to benefit young graduates, provision of cars in a scheme designed by the government that included tax exemption, provision of scholarships, etc.
Despite all these efforts by the public to keep the qualified people within the public structure, the competition with the private sector is so high that the impact of such measures is very little. With the advent of mineral resources exploitation in Mozambique, the demand on qualified people will get even higher and the supply is becoming overwhelming. More bottlenecks are expected in the near future and more capacity development will be required to cope with the job market demand.

**Conclusion**

Capacity Development is a process aiming at strengthening the performance of the organization through measures that include human resources, organizational structure, infrastructure development, allocation of financial resources, etc. Under the scope of investment projects normally financed by Development Partners, such as the African Development Bank (AFDB), the development of the Human Resources, infrastructure and organizational structure, played a vital role in the capacity development process of the Roads Authority in Mozambique. Overall, focus was on human resources and organizational structure development.

On human resources development, the provision of Technical Assistance proved to be inefficient in most cases and the common sense is that, this measure is transitional while sustainable solutions are sought. Training of people is needed to respond to the market demand, but this shall be complemented by incentives and retention policy to avoid other private organizations to “poaching” inside the government structure.

The organizational structure needs also to be adequate to the mission and the vision of the organization. Once this is done the next step will be to adapt the staff and the structure. In most cases this is a bottleneck; staff is not available to fill the posts created in the organization structure. Until such time when the skilled people will be available, the organizations will continue to rely on technical assistance, which as discussed above is not efficient for reasons also touched upon above.

**References:**


III. Capacity Development in Sector Strategies and Programs

Capacity Development is important in every sectoral aspect to ensure the effectiveness and the sustainability of the interventions in the member countries. Experts from the Agricultural Department (OSAN), a Gender specialist, and the Head of the Bank Fragile States unit presented Bank’s capacity approaches and programs in their sectors and share insights from their operational experiences.

Agriculture and Agro-industry

The primary role of the Agriculture and Agro-industry Department (OSAN) is to contribute to the Bank’s vision of poverty reduction through increased agricultural production, productivity, and marketing in Bank Group African member countries. With about 80 experts and support staff based in Tunis and Bank Country Offices, OSAN, in 2013, has approximately 114 active operations valued at about USD 2.78 billion. Benedict KANU and Albert MWANGI discuss capacity development activities in the agricultural sector and submit some recommendations.

Role of Capacity Development programs in helping the Agriculture release its full potentials

Kanu Benedict (left), Lead Expert, OSAN and Albert Mwangi (right), specialist in Forestry, OSAN, AfDB

Agriculture is the dominant sector of the economies of African countries in terms of contribution to GDP (ranged from 15 – 45% during 1980-2012, with wide variations across countries); approximately 10% of total merchandise export value, employer of about 57% of labor, a source of food and nutrition for the population, and a source of raw materials for industry. Moreover, about 90% of Africa’s rural population depends on agriculture for their income and more than 60% of employed women in Sub-Saharan Africa work in agriculture. Yet, agriculture is under-performing due to a variety of factors including limited research and extension; inadequate number of well trained personnel; inadequate capacity in strategic planning, delivery of agricultural services, policy formulation, monitoring and evaluation; and limited empowerment of farmer organizations and civil society. In spite of the vision for agricultural reform in Africa set by African leaders under the Comprehensive Africa Agriculture Development Programme (CAADP), Calls for an average annual growth rate of 6% in agriculture by 2015, Africa’s real GDP per capita growth rate during 2002-11 averaged only 3.4%. Growth has also been mostly based on area expansion (extensification), rather than increase in yields (intensification).

Since it is proven that 1% growth in per capita, agricultural GDP resulted in 1.61% growth in the incomes of the poorest 20% of the population, much more than similar increases in other non-agricultural sectors, and since the majority of Africa’s populations are engaged in largely smallholder agriculture, building capacity in agriculture bodes very well
for achieving inclusive and green growth and assisting to improve the performance of the sector.

i) Capacity development is of strategic interest to the African Development Bank (AfDB) as encapsulated in the Bank’s Capacity Development Strategy (2010) and its Agriculture Sector Strategy (2010-2014). Hence, there is an urgent need to strengthen the capacities of Bank’s Regional Member Countries (RMCs) to better design and implement Bank-funded investment projects, for greater and more long-term impacts in terms of inclusive and gradual transition to green growth.

ii) There is a strong linkage between underfunding and weak capacity, on one hand, and sub-optimal performance of the agriculture sector, on the other, with the latter often manifested in ways such as inadequate provision of public goods, sluggish growth and prevalence of poverty and undernourishment. Hence, building agricultural capacity could assist African countries realize a higher path of economic growth through agriculture-led development, as envisaged by the Comprehensive Africa Agriculture Development Programme (CAADP).

iii) On-going changes in the domestic and external operational environment such as policy and institutional reforms, emerging bio and information technologies, growing commercial pressure on agricultural land for alternative uses and threats from climate change, necessitate implementation of appropriate measures to enhance Africa’s capacity to manage change.

iv) Over the past ten years, there have been renewed regional and international interests to support Africa’s agriculture. For instance, the CAADP was launched in 2003 by the African Union (AU) Heads of State and Governments. Through the Maputo Declaration of 2003, African Governments also committed to allocate at least 10% annually of their national budgets to agriculture and rural development within five years. The Global Agriculture and Food Security Program (GAFSP) Trust Fund was launched in Washington, D.C., in 2010. GAFSP is a multilateral financing mechanism aimed at creating long-term food security for low-income countries following aid effectiveness principles. The success of these initiatives would greatly depend on the quality of absorptive capacity especially at the country and regional levels.

Addressing the numerous challenges concerning the environment, including soil degradation, groundwater depletion, animal diseases, deforestation and forest degradation and loss of bio diversity…among others, how can Capacity Development programs help address these challenges?

Capacity development for Natural Resources Management (NRM) seeks to improve the ability to evaluate and address important questions on policy choices, as well as implementation modalities given various development options. This requires a sound understanding of the environment potentials and limits, as well as the perceived needs of people in a country. It is, therefore, a continuing and long-term process that actively seeks the participation of all stakeholders.

The Bank’s Ten-Year Strategy (2012-2022) recognizes that “To drive sustainable growth, Africa must manage its vast natural resources well and put in place frameworks to attract the necessary investment and expertise and to install the right governance structures.” Only then will substantial benefits flow to local populations and national economies.

The second pillar of the Bank’s Agriculture Sector Strategy (2010-14) emphasizes value enhancement through prudent management of renewable natural resources (including water, forestry, biodiversity and land). The Bank’s investments in these areas are contributing to climate risk mitigation, sustained productivity of the natural resource base, maintenance of soil fertility, and sustainable development. Under the strategy, a core sector performance indicator is ensuring that the existing local capacities suitable for natural resources management are in line with good practices. To this end, training and institutional strengthening have been key elements of Bank-supported NRM projects.

Projects in the various sub-sectors include capacity development elements designed to (i) create an enabling environment with appropriate policy and legal frameworks, (ii) develop institutions while also including the participation of local
communities (especially women), and (iii) develop human resources and strengthen managerial systems. Examples of on-going Bank forestry projects with significant capacity development activities include the following: i) Benin – Projet Bois de feu Phase II; ii) Burkina Faso – Projet Gestion des Ressources Forestières; iii) Burundi – Aménagement Intégré des Bassins Versants; iv) Kenya – Green Zones Development Support Project; and v) Kenya – Ewaso Ng’iro North Natural Resources Conservation Project.

Capacity Development in the Forestry sector
In the forestry subsector, the Bank has supported capacity development activities that have enhanced reforestation/aforestation; rehabilitation of degraded lands, community based management of natural forests and planted woodlots, conservation of forest resources; watershed management, especially around major river basins; and other activities that mitigate threats to the stability of the ecosystems. The Bank is also currently preparing projects that seek to sequester carbon and reduce emissions from deforestation and degradation of forests (REDD) in three Forest Investment Program pilot countries (Ghana, Burkina Faso and the Democratic Republic of Congo). Moreover, support for Economic and Sector Work has enabled some Bank’s RMCs to identify capacity gaps and submit project proposals for possible future Bank support.

Capacity Development and Climate Change
To address climate change issues, the Pilot Program on Climate Resilience (PPCR) is providing incentives for scaled-up action and transformational change through projects that demonstrate how to integrate climate risk and resilience into core development planning, in Mozambique, Zambia and Niger. The Bank is also supporting capacity development to enable Africa to take advantage of opportunities offered by various financing mechanisms for adaptation to and mitigation of climate change.

Summary of Main Experiences, Challenges and Gaps in Capacity Development in Agriculture
- Achieving long-term results will necessitate focus on the most pressing problems in African agriculture and responding to them in a coordinated way in local settings and beyond. Over time, this will assist RMCs governments to set, through consultations, their respective agricultural capacity development agendas, driven by CAADP strategic priorities, which in turn, will foster greater coordination and synergies across multiple actors and institutions at the local, national, regional and international levels.

- Some of the burning challenges encountered include limited resources in RMCs to scale up the positive lessons learnt through capacity development, ensuring that capacities are used efficiently and sustainably in the medium and long term, and ensuring continuing access to appropriate technologies to sustain productivity.
- Key capacity development gaps include weak institutional partnerships that do not enhance implementation and post-project collaboration, limited benefits sharing arrangements to keep communities working together in the post project period, and providing opportunities to ensure full utilization of the capacities built.

Proposals for OSAN Assistance to Agricultural Capacity Development

- Develop AfDB staff skills, knowledge and capacity in the areas of policy, analytical work, and knowledge management.

- Given the economic integration mandate of Africa’s Regional Economic Communities (RECs) and their leadership of the dialogue on regional policy and trade issues, provide them with appropriate support programmes, including capacity development and best practices, to assist in promoting Africa’s intra-regional trade in agriculture and allied products, as well as strengthening policy and legal frameworks at the regional and national levels.

- Support RMC governments to undertake capacity needs assessments, including diagnostic assessments of institutional arrangements, and provide substantial support for capacity development and institutional development, with a focus on programme management, including monitoring and evaluation, policy formulation and implementation.

- Provide both finance and capacity development hand-in-hand to support up-stream and down-stream participants in the agricultural value chain -- from production to consumption, through processing and commercialization. This will assist to achieve chain competitiveness and contribute to better exploitation of the backward and forward linkages of each segment of the value chain.

- Support country capacity development in terms of agricultural engineering skills, particularly for irrigation schemes design and management, agricultural mechanization, innovations in post-harvest losses reduction, and crops processing. Also provide capacity development of national contractors, especially in Fragile States, while extending continuous training to staff of Bank-funded projects in procurement and contract management.

- Provide infrastructure support (e.g. equipment for national institutions, irrigation development, feeder roads, storage, and reduction of post-harvest losses); improve knowledge and skills in the target communities.

- Support RMC governments to address capacity issues relating to political and administrative decentralization.

- Work closely with RMC governments and other stakeholders to undertake joint diagnostic analyses of the causes, characteristics and consequences of gender inequalities in agriculture and Natural Resources Management (NRM), and assist in developing practical policies and measures to address the issues identified.
Support RMC governments’ capacity to deal with issues and concerns of land ownership, access, administration and land acquisition, with the involvement of local farmers, civil society, private companies, etc.

Support RMC governments to conduct capacity development of farmers’ institutions and ensure closer collaboration with them, while improving the policy environment.

Support deeper investment in research and development to improve agricultural productivity and innovation geared towards promoting inclusive growth and poverty reduction.

Finance studies to examine the comparative advantages of RMC governments’ adopting green growth development strategies, assist governments to build the regulatory and public service provision capacity in support of green growth, as well as to sensitize the public on the opportunities and challenges of green growth.

Effective delivery of capacity development interventions should be guided by sound needs assessment at project appraisal.
Bank’s approach and framework to building capacity in the Fragile States

The Bank adopted three areas of special emphasis in its recently approved Strategy for 2013-2022, one of them concerns the group of Fragile States which constitutes a fifth of the population of the Continent harboring as well the highest proportion of poverty. Mr. James Wahome, Officer in Charge of the Fragile States Unit, responds to our questions regarding the Bank’s approach and framework to developing capacity in the Fragile States.

How does the African Development Bank Group support State building on the Continent?

Discussions with Mr. James Wahome, Officer-in-Charge of the Fragile States Unit

The term Fragile States refers in great part to weak institutional capacity and poor governance. What would be your approach in making Capacity Development one of the core elements of the economic development of these countries considering this is one of their most prominent challenges?

One of the defining features of the African Development Bank Group’s (AfDB) fragile Regional Member Countries (RMCs) is their extremely weak institutional environment or weak capacity of the State. This weakness encompasses institutional structures and organization, policies and regulatory mechanisms, human resources in terms of size and quality, behaviors and norms, and the technologies and tools that enable a normal state to play its role in delivering services and enabling citizens and private capital to realize their potentials. What this means is that Fragile States show severe weaknesses in providing security for citizens, enterprises and assets, are unable to deliver justice and enforce the rule of law, provide basic services, foster a congenial environment for private sector investment, develop infrastructure in ways that integrate the various geographic areas of the State or move products to markets. These are challenges with which countries are grappling, across the African continent and indeed in much of the developing world. However, the term “Fragile States” refer to those countries in which institutional weakness is a pervasive and defining characteristic that severely restricts the functioning as a viable state. In Africa, Fragile States are defined by their Country Policy and Institutional Assessment (CPIA) scores harmonized between the AfDB and the World Bank Group that fall below 3.2.

More specifically, the capacity of their public sector (government ministries and institutions) to deliver key services, undertake the day-to-day management and administrative functions of government, address corruption and accountability, amongst others, are extremely low due to a combination of factors that includes shortage of budgetary allocations, office equipment, working tools and low salaries that have fallen far below the cost of living. The weak institutional capacity is further compounded by the flight of human capital and skills (or brain drain), which is one of the legacies of fragility and conflicts. The challenges are more daunting in public sector Ministries and Departments and Agencies (MDA) that are involved in economic and financial management and those in service delivery.

But Fragile States are not a homogenous group. In some cases, Fragile States have experienced open conflict; many of these countries are rich in natural resources whose exploitation in itself is a source of conflict or whose revenues are not used in the State’s development in a rationale, transparent, accountable, equitable or inclusive ways. The group of Fragile States in Africa also varies in the progress...
they are making toward resiliences: Some have strong and legitimate national leadership, engaged in national dialogue and reconciliation, agreed on a negotiated path of peace, are re-dedicated to the nation building process and making rapid progress in strengthening their institutions and showing remarkable economic and social development outcomes; others continue to be plagued by violence and major security challenges that are inimical to private sector engagement and investments and thus have exacerbated their fragility, (and so on). The AfDB and its development partners therefore recognize the wide spectrum of the state of fragility among the group of African nations, which fall into this designation.

The low CPIA scores constitute one of the core definitions of fragility among the international development finance institutions, including the AfDB. Yet, the CPIA score is a factor in allocation of resources of the African Development Fund (ADF) to African countries by the AfDB; the lower the score, the lower the ADF resources. The weak institutional environment, especially of poor security, justice, rule of law, enforcement of rights and contracts, property protection and services and infrastructure also increase the risk to private investment capital inflows and entrepreneurship. In sum, the weaker the State, the less it is able to attract the kinds of financial resources needed to rebuild and develop, both from the Development Community including the AfDB and international financial market.

However fragility cannot be contained within national boundaries. There is a major spill-over effect to neighboring states and even those not geographically linked in a contiguous manner. The failure of Somalia, for example, to exercise its responsibilities as a sovereign, capable State, unleashed pirates into international waters of the Indian Ocean and increased the risks and cost to maritime shipping and international trade as well as insecurity in the Horn of Africa. Fragility and conflict in Liberia spread to neighboring Sierra Leone and even a decade after the end of the conflict in those countries, Liberian mercenaries were available to participate in the Ivorian conflict – the entire Mano River area has been impacted. Today, the world has focused its attention on Mali and the Sahel region as the collapse of the Libyan regime in 2011 has unleashed the weapons to fuel rebellions across an entire belt. The Great Lakes region of central and East Africa is another fragility zone, encompassing Burundi, the Democratic Republic of the Congo, Central African Republic and others.

It is therefore important that the AfDB, in its efforts to support Africa’s development, should ensure that all states have the requisite capacity to contribute and not endanger this process. The AfDB, like the World Bank and other development institutions, therefore placed a special focus on enabling fragile states to rebuild their institutions and infrastructure and to deliver vital services.

Institutional capacity development is at the heart of the AfDB’s Strategy for Enhanced Engagement in Fragile States (SEEFS). It is supported by a dedicated three-grant financing instrument known as the Fragile States Facility (FSF) which has been in operation since 2008. The three windows of the FSF are: Supplemental Support or Pillar I, which is to ensure that the bias in using CPIA scores to make determination of ADF country allocations can be minimized through the additinality of the FSF grant instrument. Pillar I therefore ensures that Fragile States have significantly more funding to rebuild their institutions, infrastructure for basic services delivery and even overall budget resources to function as a State. Fragile States often fall into arrears to the international community, which means that they are unable to obtain new loans and major grants that are needed to rebuild.

Pillar II of the FSF therefore ensures that AfDB, working in concert with the international finance institutions, can help eligible Fragile States clear their debt and re-engage with the international community. For the eligible Fragile States to make good use of the Pillar I and Pillar II resources, there is a need to rebuild the human resource capacity of their institutions. Hence, Pillar III enables countries to access technical assistance and highly qualified consultants who will help core institutions to acquire the know-how in public functions as well as retrain the cadre of public servants, rebuild the systems through which the state can exert its authority of providing security, justice, basic services, infrastructure and as enabler of private sector investment for economic development and job creation.
What are the results you would expect from this approach?

The results expected from the AfDB’s approach to Capacity Development in Fragile States are simple – to help ensure that the Bank Group’s RMCs that have fallen into crisis, but which are prepared to take the necessary steps along the difficult road to resilience, have the requisite ability to carry out their recovery and rebuilding efforts. Principally, the Bank Group’s efforts are to help Fragile States improve the economic and financial governance, extend infrastructure for more efficient delivery of basic services, and enhance the environment for mobilizing private sector investments and entrepreneurship from the global market. More specifically, the SEEFS and FSF are helping to: strengthen the ability and legitimacy of the state through more efficient, accountable and transparent use of public resources and development assistance; improve capacity to generate and collect revenues and mobilize global resources to carry out critical development needs; improve ability to supervise the building and management of public infrastructure such as water and sanitation facilities, road and energy networks; enhance human development through provision of facilities and services for education and health sectors; support inclusive growth by enabling production and services, particularly in agriculture and small enterprise development; and to ensure that the business climate is attractive for private capital investment.

What would be the main obstacles in reaching these results and how can you address them?

The main challenges in meeting the objectives and achieving the results envisaged Under the Strategy for Enhancement Engagement in Fragile States/Fragile State Facility (SEEFS/FSF) include country ownership, leadership and commitment to the nation-building process. Another obstacle is the institutional weakness itself. Africa’s Fragile States have suffered significant ‘brain drain’ of their professionals and highly skilled workforce. As a result, in most cases, there is a limited pool of qualified people whose capabilities can be strengthened through the Bank Group’s interventions to build the endogenous capacity required for a State to function even in a basic form. This level of weakness affects articulation of the purpose for which the Bank Group’s support is sought by the country, the ways in which the resources would be used if granted, and ability to put the project into effect, often causing delays in each phase of the project cycle. The depth of the human and institutional weaknesses, translating into poor country systems, means that projects are implemented using AfDB rules (for example on procurement) instead of country systems, and being quite unfamiliar with these requirements, projects are often delayed.

Nation-building naturally presents challenges. Nation-building means different things to different people but it is used here to describe the process in which fragile states are given assistance in the development of governmental infrastructure, civil society, dispute resolution mechanisms, as well as the economy, in order to increase stability. The Bank Group’s mandate, expertise and resources can only go so far when compared to the vast needs for an effective nation building process. The 2011 New Deal for Engagement in Fragile States reached by the group of Fragile States and the international development partners agreed to five key areas in the peace- and state-building agenda, namely: (a) engaging in legitimate politics; (b) strengthening people’s security; (c) increasing access to justice; (d) building economic foundations; and (e) managing revenue and ensuring accountable and fair service delivery. Of the five areas, the AfDB’s activities focus primarily on two – economic foundations and revenues issues. This means that for the Bank Group to achieve its results, governments of the Fragile States themselves as well as the development partners must also do their part, often not as discreet actions but in tandem and collaboratively. Partnership is therefore key. The Bank cannot engage in countries where the peace does not hold or where corruption is rife, as there would be no legitimate government to deal with; the Bank cannot build roads where armed militias hold sway.

But the Bank Group is a knowledge institution. The challenges encountered in delivering assistance to Fragile State can be mitigated AfDB and partners are taking the corrective

measures, and in some cases thinking ahead of the curve. One of the approaches to more quickly and sustainably build the human resource capacity of Fragile States, apart from engaging technical assistance and consulting firms from more resilient African States and Western economies initially, is to support the governments to reconnect with their professionals and highly skilled workers who may have fled the country and likely have enhanced their expertise even further while engaged in the more advanced economies.

The New Deal emphasizes partnerships, and authorities in Fragile States have also agreed to take the lead in owning their development agenda, conducting self-assessment of their status of fragility, and for the government and the partners to work on a common vision and plan to share the risks and deliver support through strengthened country systems in more transparent ways. The Bank Group is therefore partnering with institutions such as the United Nations and African Union and other regional bodies to enable Fragile States on the Continent engage in national dialogues on political arrangements, to restore State-Society relations, build the peace and an inclusive state, and to strengthen the security environment, among others.

What we are emphasizing now is therefore strengthening our collaboration with our development partners to help Fragile States to implement the New Deal as a more comprehensive approach to building state resilience.

Do you have an adequate framework in the Bank to overcome potential bottlenecks, if not, what would you suggest to ensure that Capacity Development plays its rightful role in the development of these countries?

The AfDB approaches assistance to Fragile States in an integrated manner: various instruments, capacities and experiences inform what the Bank does in tailoring support to the unique circumstance of each Fragile State. The adequacy of our framework is best assessed from the results that are obtained in the impacted countries. Here, we are proud to say that our enhanced strategy is delivering results in Fragile States. The beneficiaries are using the FSF Pillar III resources to address institutional weaknesses in ways that other facilities cannot support in a rapid manner, enabling them to make tremendous improvements in the strength and resilience of their institutions in the face of difficult human capacity constraints and other challenges.
The Global Monitoring Report on the Millennium Development Goals (MDGs) showed that eight (8) African countries – five of which are supported by the Bank’s FSF – are among twenty Fragile States worldwide that have recently met one or more of the targets and in all, six (6) African countries are among those that are on track to meet individual MDG targets ahead of the 2015 deadline.\(^\text{2}\) Guinea for example has already met MDG 1A (to have extreme poverty or the number of people living on less than $1.25 a day) while Comoros is among six Fragile States that have met the target on improved access to water (MDG 7C); Burundi, Chad and Republic of Congo are among nations that are on track to meet the target on Gender parity in enrollment in school while Guinea, Guinea-Bissau and Sierra Leone are on track to achieve the goal on improved access to water by 2015.

Furthermore, the Bank and the international development community have provided the much needed debt relief to eligible Fragile States in recent years, which has freed resources for them to carry out vital development activities for the benefit of their citizens. Other evidences of the progress that Africa’s Fragile States are making with the support of the Bank Group and its development partners include:

\(^\text{a})\) None of the fragile RMCs supported by the FSF has slipped significantly in their economic growth trajectory or commitment to strengthening institutions;

\(^\text{b})\) The resources are strengthening the ability of recipients to create the space for business to strive and drive the economy: for example, three (3) of the Bank Group’s fragile RMCs (São Tomé and Príncipe, Sierra Leone, and Burundi) were among twelve economies globally that have “shown the most improved ease of doing business across several areas of regulation”, according to the World Bank Doing Business report released in 2012;

\(^\text{c})\) Liberia has used the resources to strengthen its Bureau of Internal Revenues; as a result, the Audit element of the country’s Public Expenditure and Financial Accountability (PEFA) score improved from C to B;

\(^\text{d})\) Cote d’Ivoire is using Pillar III resources, among others, to strengthen its administration, prepare a national development strategy and to support its national and peace-building dialogue led by the Commission Dialogue, Vérité et Reconciliation (CDVR). In addition, the resources provide opportunities for the country to convene Donor’s roundtables, Partnership meetings as well as Donor’s events that review and reset the agenda for supporting the development agenda. These events help attract additional resources to support the poverty reduction strategy and process. For example, the Bank Group supported Cote d’Ivoire’s investment roundtable in Paris that raised more than US$ 8.5 billion for undertaking major infrastructure and development projects as part of the reconstruction and recovery of the economy following the decade-long unrest and 2011 armed conflict;

\(^\text{e})\) The resources are supporting regional institutions such as the Mano River Union (MRU) to strengthen institutional capacity, and to develop internal structures for peace and security as well as for economic growth and regional integration among their members, which in the case of MRU comprises Côte d’Ivoire, Guinea, Liberia and Sierra Leone, all supported under the FSF, and all but Guinea having experienced conflict in the last decade;

\(^\text{f})\) In DRC, Technical Assistance financed by Pillar III for the completion of a feasibility study contributed lessons for developing interventions for macroeconomic stability, fiscal control and rationalization of debt management, which indeed enabled the country to effectively implement reforms in the value-added tax (VAT) and to reach the Heavily Indebted Poor Countries Initiative (HIPC) completion point. ETC.

But our approaches can certainly be improved upon, and here too the Bank’s experience in delivering assistance to RMCs, especially Fragile States, our internal mechanisms of assessment, combined with global knowledge on Fragile State operations help to pinpoint where our policies, strategies, instruments and other mechanisms would need to be improved upon. In this regard, learning from our experiences since the SEEFS and FSF became operational in 2008 and even prior to that, the lessons of our partners and global understanding captured in the New Deal and other frameworks, we are in the process of revising the existing policy, instruments and approaches for supporting Fragile States. The Bank Group has put together a High-Level Panel (HLP) on Fragile States to advise and guide us on the areas where we should place emphasis in our support to Fragile States. The HLP is chaired by Her Excellency Ellen Johnson Sirleaf, President of the Republic, Liberia and comprises eminent scholars and practitioners on the issue.

Some of the areas we would like to revisit include the strategic and operational focus of Bank Group’s engagement in Fragile States; refining the concept and methodology of assessing fragility; improving the resource allocation framework eligibility criteria to the FSF Supplemental Support window; making country programming documents more fragility-focused; and, strengthening partnerships. Other issues include how to improve the exit mechanism from the FSF, addressing risk management and mitigation measures, which involve rethinking the risk tolerance, and preparing and implementing risk management framework at country level; and, implementation mechanisms that can be applied in countries that have extremely weak capacity, among others.
Gender

Capacity development is a core element in the development agenda by virtue of its impact on economic growth and poverty alleviation. While women still tend to be poorer in most societies due to inequalities in education, in access to land, credits, and institutional management, Capacity Development programs are called to empower these women for them to improve their lives but also to support in a more effective way the economic growth. The article discusses the approach of the Bank’s capacity development programs regarding gender issues.

Capacity Development on Gender Mainstreaming: Some Efforts to Make it Happen!

May Babiker, Gender specialist, Quality Assurance and Results Department (ORQR) AfDB

The African Development Bank (AfDB) plays a key role in supporting Regional Member Countries’ (RMCs) efforts to promote gender equality and women’s empowerment. The Bank’s Strategy 2013-2022 clearly identifies women’s economic empowerment and gender equality as important aspects of inclusive growth and it specifies three strategic areas of intervention in this context, namely (i) improving women’s legal and property rights; (ii) supporting women’s economic empowerment and (iii) enhancing knowledge management and capacity for the promotion of Gender equality.

These strategic areas are based on the fact that gender equality today on the continent is based on the existence of legal frameworks which discriminate against women, particularly married women and restrict women’s ability to contribute to and benefit from economic growth and hamper women’s voice and agency. Even in countries where women have been granted legal equality in the constitution, contradictory laws exist in both civil and customary law: in DRC, for example, the Code de la Famille gives husbands wide-ranging rights over their spouses, including the right to veto their rights to work, travel and open a bank account.

Exacerbating these insufficiencies are serious capacity constraints, ranging from women not being aware of their...
legal rights to institutional weaknesses which concern the national machineries for the promotion of Gender in particular (Ministries of Gender, Gender focal points in line ministries and civil society). In many African countries capacity to collect, analyse and apply Gender statistics is limited which makes analysis of Gender gaps, advocacy for Gender equality and the integration of affirmative action in policies and programs difficult.

The capacity constraints in RMCs are to some degree reflected in the Bank itself, particularly with regards to the actual task of mainstreaming Gender in the project cycle and in Country and Sector Strategies.

As a Bank wide activity, a number of interventions and initiatives were hosted and organized by the Bank in different aspects of Capacity Development. However, capacity development in Gender mainstreaming is the responsibility of the Gender and Social Development Division (ORQR4) of the Quality Assurance and Results Department. The Gender and Social Development Monitoring Division was created in May 2010.

Since its establishment ORQR.4 sought to institutionalize the principles of Gender mainstreaming into the Bank's operating systems, tools and practices. To this end, ORQR4 has organized some capacity development activities in 2011 and 2012, mainly training workshops on gender mainstreaming in the project cycle both for AfDB headquarters and Field offices staff.

To support the mainstreaming of Gender equality into Bank operations, the Gender and Social Development Division (ORQR.4) organized a series of capacity development workshops on the principles of Gender mainstreaming, with the objective of training Bank's staff (task managers (TM) both in headquarters and in field offices on how to mainstream Gender in their operations. The workshops were part of a multi-faceted approach which besides training includes gender mainstreaming guidelines and checklists as well as country Gender profiles. Four workshops were conducted in Kenya November 2011, Tunisia in February and October 2012 and Ghana in April 2012. The workshops responded to the accelerated decentralization roadmap of the Bank, which sees the deployment of more and more sector specialists and economists in the field offices. Overall, seventy eight participants were trained in the four workshops (56 AfDB staff members and 22 participants from RMCs). About three quarters of participants were male. The participants of the workshop were AfDB staff from eighteen field offices namely Egypt, Ethiopia, Uganda, Kenya, Tanzania, Rwanda, Sierra Leone, Ghana, Mozambique, Zambia, Malawi, Algeria, Cote d'Ivoire, Madagascar, Burkina Faso, Gabon, Democratic Republic of Congo and CAR.

**Workshops**

The workshops were divided into two parts namely (i) explaining the importance of Gender equality for economic growth and placing Gender mainstreaming in the institutional context, including the Gender policies and action plans and other aspects of the institutionalization of Gender mainstreaming in AfDB, such as the Gender dimension of the Readiness Review; and (ii) integrating Gender equality in the project cycle including in depth sections on integrating Gender sensitive indicators in the log-frame and appraisal document, putting in place Gender responsive monitoring frameworks and following Gender equality results in supervision and project completion reporting.

The workshops generated a common platform of action amongst the participants on how to mainstream Gender in projects, thereby providing a common set of tools for projects and programs and to equip AfDB staff with a common understanding of the promotion of Gender equality. The workshop also encouraged the sharing of knowledge and good practices particularly considering the interest in the topics that were presented. It was apparent that many of the concepts and issues related to Gender equality were not yet widely known to staff. As we move forward, this would entail organizing more similar training sessions of this nature and sector specific in 2013, both at headquarters and at the field level including AfDB staff and increasingly participants from RMCs.

In addition to training activities to Bank Staff, the Bank is also seeking to build the capacity of Regional Member Countries to promote Gender equality. Several projects in the past have sought to build the capacity of ministries of Gender, either in stand-alone projects or as part of bigger
projects. Examples are interventions in Niger, Ethiopia and the Central African Republic. As a new initiative the Bank is seeking to mainstream Gender more thoroughly in country dialogue, budget support and institutional capacity projects. In Sierra Leone, for example, the Bank not only made sure that the promotion of Gender equality is part and parcel of the Bank’s country strategy but it also offered the country Technical Assistance to mainstream gender throughout the PRSP with the result that both document now have a strong focus on gender equality.

Knowledge Products
Another way of building the capacity of governments’ and the Bank to respond to gender gaps has been through the production of country Gender profiles. These profiles not only identify gender gaps but also prioritize actions for the government and the Bank to close them most efficiently. To underline the learning value of Gender profiles, the Bank has introduced Gender profile dissemination missions where the recommendations are discussed closely with governments and development partners.

In 2012, the Bank initiated Gender profile dissemination missions in the countries where it recently developed Gender profiles. The activity started in the Gambia and Sierra Leone to present the findings of the Gender profiles and exchange views with governments and stakeholders on the implementation of the recommendations of the Gender profiles. The objective of the dissemination of the CGPs is to establish a wide consensus on the recommendations provided, create partnership, and build the capacities of RMCs to promote Gender equality and women’s empowerment as a means to promote inclusive growth.

In May 2013, the first edition of the Forum on Gender equality has brought together participants from all over Africa, and from different walks of life, to learn from each other about what interventions work best. This Forum was held to promote the advocacy of the first development finance institution on the Continent in this sector. The Forum was a starting point of strengthening the ability of RMCs to respond effectively to the need to promote Gender equality through knowledge dissemination, advocacy and capacity development. The participants, including African Ministers in charge of Gender, Representatives of international institutions, the Private Sector, and experts from Civil Society discussed the content of institutional and economic reforms to promote more equality and to improve the legal status of the African women. In addition, the meeting focused on highlighting the best practices observed in recent years on the continent as in the private sector, civil society and governments. The Forum focused on Promoting Sustainable Reforms for Improved Gender Equality in Africa, Advancing the legal status of women and highlighting good practices.

In sum, the Bank is employing an ever greater range of approaches, from more conventional Gender training to more innovative country dialogue to help build the capacity of both Bank staff and RMCs partners to promote Gender equality more effectively and with better results.
IV. Projects Highlights

In parallel to the economic growth in Africa, the needs for Capacity Development are becoming more prominent. Through its demand driven approach and the increasing number of training activities, the African Development Institute is taking measures to respond to the Africa’s needs in human capital and to build enduring capacities to accompany the growth and the transformation of the continent.

During the year 2012, the total number of executed training activities amounted to forty eight workshops involving 1452 participants. The Institute is as such the first regional training institution in Africa in comparison to other training institutions.

The 2012 program concentrated on strengthening RMC’s capacity with the view to enhancing the design and the implementation of their projects. These project-related workshops exposed government officials in RMCs to Bank Group standard rules and procedures in project implementation including management, procurement, disbursement and auditing. The organization of workshops also facilitated the creation of platforms for experiences and perspectives sharing among the AfDB staff and national project staff. The combination of these two activities: workshop and platform resulted in greater project implementation effectiveness.

Another significant aspect of the workshops is related to macroeconomic modeling and forecasting theme and tool kit for projects financial management (29%). A special emphasis was put on Fragile States while also giving special attention to Resources rich countries whose capacity challenges limit the socio economic impact of their resource exploitation. The courses were, in majority, designed and delivered mainly by AfDBs staff. ADI designed 54% of the courses and 8% was designed in partnership with other departments in the Bank.

The Division of Program Design and Development (EADI.1) of the Institute is responsible for the development of training activities.

The following projects are highlighted demonstrating the Bank’s approach in program design and development.

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**Saemaul Undong Model Village Project in Ethiopia**

In collaboration with the Korea Rural Community Cooperation (KRC) and the Ethiopian Ministry of Agriculture, AfDB provided support to the implementation of the Saemaul Undong Model Village Project in Ethiopia. The project aimed at contributing to the rural transformation of villages to become better and more self-sustaining communities. This Project responds to evidence-based Capacity Development approach; whereby the project beneficiaries identify by themselves their needs and work on the implementation project.

KRC is a government-run organization under the Korean Ministry for Food, Agriculture, Forestry and Fisheries providing assistance through the Saemaul Undong Model Village Project, funded by KOAFEC (Korea-Africa Cooperation) Trust Fund. The model promotes self-help and collaboration. It help targeted villages become self-sustaining communities through investment in living environment, agro-infrastructure and food production. This approach had been accepted by the United Nations as one of the efficient rural development models in the world and of the Economic Commission for Africa (ECA) has decided to select the Saemaul Movement as a base model for the Sustainable Modernization of Agriculture and Rural Transformation (SMART) program in 2008.

In Ethiopia, the application of the Saemaul Undong Model resulted in tangible changes in the quality of life of the beneficiaries as proven below:
(i) The rehabilitation of the 4 km-long ‘Village Road’ located on ‘vertisols’ (clay-rich swampy soils) is providing transport opportunity for people and farm products to the main road. Most of the beneficiaries wish that the road could be extended during a subsequent phase with an additional five km.

(ii) As for the ‘Domestic Water Supply’, 10 wells were already tunneled, waiting for their equipment with manual pumps. It is mostly the ladies who expressed their satisfaction in getting greater amount of water effortlessly with pumps from the project supported wells. Others indicated the cleanliness and quality of the water and therefore the reduction of water borne diseases usually affecting the children.

(iii) The ‘Solar Power’ was a fascinating novelty in the village. An old man who mentioned that he would have never thought that his village would get electricity in his life time, leave alone his house. All the households beneficiaries of solar power agreed that they now make savings on the cost of kerosene usually consumed. They were pleased to say they can now finish work they could not finish during day time, and the pupils could study at night. A young man went on to explain that twice a week they had to charge their cell phones in the neighboring small town of Tulu Bolo, the District capital city, now they can charge their phones at home, freeing more time for work.

(iv) Villagers were equally satisfied for the other components of the project, namely:
- The ‘Farm Animals’, consisting of supplying farms animals (donkeys, cows etc.) to selected beneficiaries in support to their agricultural activities. The selection process was yet to be completed;
- The ‘School Library’ under construction which will improve school children learning and success;
- The ‘Youngman Centre’, now called ‘Youth Centre’ being built, that will provide recreation areas for the youth with opportunity to express their sports talents;

The ‘Village Credit’ that will help farmers purchase agricultural inputs such as fertilizers and improved seeds, and do other things such as to renew the roof of their houses etc.

The Saemaul Undong Model Village Project was implemented in Turi Goda, a village selected by the Ministry of Agriculture and the Oromia Regional State, located around 75 km southwest from the capital of Addis Ababa along the national road of No. 7. It takes about one and half hour from Addis Ababa by car.

The project costs 650,000.00 dollars it will be completed in October 2013. Some of the results are already tangible as shown above. The targeted villages have an improved livelihood and are better positioned to meet the Millennium Development Goals of poverty reduction by the year 2015. The needs are extensive and the villages would like to pursue the Saemaul Undong Movement. The final evaluation of the Project should help turn the people’s aspirations into bankable projects at the second phase.
The model is an example of successful capacity development programs where the beneficiaries were involved from the beginning in the identification of their needs and priorities. Afterwards, they take an active part in the implementation of the Project under their own established leadership. They were able to learn, execute, operate and manage the Project and ensuring the sustainability of their own endeavor. This model is to be replicated in two (2) farm villages in the western region of Côte d’Ivoire. Total beneficiaries are expected to amount up to approximately 1,500 villagers.

Training of Trainers

During the year 2013, the African Development Institute, ADI launched Training of Trainers (ToT) dedicated to Bank staff and government officials with the objectives to equip Bank Staff with adequate skills for Project Implementation Units (PIUs).

The workshop was held in Teshie-Nungua, Ghana from 18th to 28th August, 2012 in English and was followed by its French version in Abidjian, Côte d’Ivoire. It was attended by 23 participants from 9 field offices (FO) (3, Ghana, 3, Malawi, 3, Mozambique, 3, Nigeria, 2, Sierra Leone, 2, Uganda, 1, Egypt, 1, Ethiopia, 1, Sudan) and from 2 Regional Resource Centers (2, East Africa Regional Center, 1, Southern Africa Regional Resource Center). The team comprised Disbursement Assistants, Sector Specialists, Financial Management Specialists, Country Program Officer and IT Specialists to examine issues relating to project implementation. It lasted 10 days, from 18th to 28th September 2012 with daily sessions consisting of presentations, group assignments and case studies.

The organization of ToT addresses the problems of near absence of a pool of Bank Staff that have the appropriate pedagogical skills to offer seminars. It is therefore often sometimes a challenge for ADI to source good quality resource persons to lead sessions and deliver training on relevant issues of their operational and professional expertise.

Among the benefits of having a core group of qualified trainers to design realistic training programs on each specific topic on the project cycle, the trainers are capable of undertaking needs assessment programs in county portfolios to fully appreciate the gaps and design training programs, they are equipped with the requisite knowledge and tools for in-depth analysis of the problems. These workshops will help create a platform of professional trainers in the FOs who will assist implementing agencies in addressing project implementation delays and other related problems.
V. Brokering and Exchanging Knowledge

One of the important components of the AfDB Capacity Development Strategy is Knowledge Management and its role in development. M. Bakri Abdul Karim, Division Manager and Director of the Knowledge and Virtual Resources Centre (KVRC) at the African Development Institute, ADI defines and discusses the place of Knowledge Management in the AfDB. The focus is as well on reaching out various stakeholder groups from the governments to civil society. Mr. Taoufik Rajhi, Chief Capacity Development Economist underlines the importance of e-learning as tools to build a critical mass.

Knowledge Management at the African Development Bank: Who Cares?

“In an economy where the only certainty is uncertainty, the one sure source of lasting competitive advantage is knowledge. When markets shift, technologies proliferate, competitors multiply, and products become obsolete almost overnight, successful companies are those that consistently create new knowledge, disseminate it widely throughout the organization, and quickly embody it in new technologies and products” Ikujiro Nonaka*

What is Knowledge Management?

Knowledge Management (KM) is a systematic process of establishing networks in an organization to connect employees to each other and to the information they need to effectively perform. The thrust of Knowledge Management is to create a process of valuing the organization’s intangible assets in order to best leverage knowledge internally and externally. Knowledge Management in the Bank, therefore, deals with creating, securing, capturing, coordinating, combining, retrieving, and distributing knowledge. The idea is to create an environment whereby sharing knowledge becomes power as opposed to the old adage that describes knowledge as power in its own right. Organizations that succeed in KM are likely to view knowledge as an asset and to develop organizational norms and values, which support the creation and sharing of knowledge. In short, (KM) can be simply described as “getting the right knowledge to the right people at the right time, and helping them to apply it in ways that strive to improve organizational performance”

However, because of the relatively recent emergence of the concept of knowledge management, most organizations lack consistent processes or practices for successfully identifying, capturing, sharing, transforming, and applying knowledge. The result of such a situation is random and informal knowledge sharing and transfer that, in turn, yield no impact to the business.

“Getting the right knowledge to the right people at the right time, and helping them to apply it in ways that strive to improve organizational performance”

*Bakri Abdul Karim
Division Manager, ADI

* Ikujiro Nonaka is Professeur Emeritus of Professor Emeritus of Hitotsubashi University. Graduate School of International Corporate Strategy, Japan
Is Knowledge Really Important for Development?

The role of knowledge in improving the living standards of poor nations has been the focus of development research in recent years. Knowledge economies allow developing countries to bridge the current resources gaps that divide the world into rich and poor nations. However, the role of knowledge management in development has only emerged in the 1996 when the Organization for Economic Cooperation and Development (OECD) produced its seminal report on the knowledge economy, followed by the World Development Report on knowledge for development in 1998 concluded that ‘knowledge has perhaps become the most important factor determining the standard of living’ (World Bank, 1998). Since that time Knowledge Management started to constitute a core theme in the development agenda of many development actors.

Hence, in recent years the development paradigm appears to have dramatically shifted toward creating multiple flows of knowledge to empower people through access to knowledge, develop communities of learners, and build strong knowledge partnerships. The World Bank believes that business survival requires sharing knowledge as a means to increase speed (faster cycle times), improve the quality of service, increase innovation (testing new approaches), and reduce costs (eliminate unnecessary processes). Development organizations now unanimously agree that lending alone cannot reduce poverty. Knowledge sharing brings new actors to the stage and provides global access to development know-how, which could change the poverty equation. Among the development agencies that have took early actions in KM are the World Bank (1996), the Asian Development Bank, (2001), the United Kingdom

Knowledge Management is integral to the African Development Bank’s mandate as Africa’s premier development financing institution. In his inaugural statement at the beginning of a second term of office as President of the African Development Bank Group, Dr. Donald Kaberuka on the 1st of September 2010 affirmed that during the next five years he will “strongly reinforce the AfDB internal knowledge generation, dissemination capacity, to inform its own work in this area, but also to determine how best Africa draws dividends from this new global economy”. This statement is a clear testimony of the extent to which the African Development Bank recognizes the importance of knowledge and how the Bank strives to combine knowledge and financial resources towards developing innovative solutions to Africa’s complex development challenges. An initial strategy for strengthening the Bank’s role as a “knowledge bank” was approved by the Board of Directors in March 2005, and covered the period until 2007. The implementation of the first strategy gained momentum following the establishment of the Office of the Chief Economist in 2006 with the specific responsibility of improving Knowledge Management and initiating a process to make the AfDB a knowledge bank. The Bank’s second Knowledge Management and Development Strategy covering the period from 2008 to 2012 has been developed and approved by the Board of Directors after taking account of the lessons learned from the previous strategy. The Bank’s KM strategy proposes key mechanisms for improving the exchange of knowledge and flow of information and integrating them into the Bank’s operations. The realization of the knowledge-related roles and responsibilities across the Bank, however, requires continued support from, its senior management.

The Bank has a number of online repositories, which store both knowledge and information, often in documentary formats. These include those which provide external knowledge and business intelligence (KVRC); those that include internal knowledge, such as Board Documents, annual reports and other Bank official publications (DAMS); as well as Statistical Databases (AfDB Statistical Portal)

The AfDB’s Development Research Department (EDRE) undertakes and disseminates research on priority issues related to African economic development with particular emphasis on growth, poverty reduction and accelerating the process of regional economic integration. EDRE is also responsible for providing advice and guidance to Operations Departments on the use of basic economic indicators in the preparation and evaluation of development interventions. In addition to Chief Economist Complex (ECON) flagship knowledge products and events several Bank organizational units, namely External Relations & Communication Unit (ERCU), Country & Regional Programs and Policy Complex (ORVP), Infrastructure, Private Sector and Regional Integration Complex (OIVP), Operation Evaluation Department (OPEV) and Human Resources Department (CHRM) organize flagship knowledge sharing and learning events including conferences, e-Learning, workshops, seminars, retreats etc. These knowledge activities, however, appear to lack coordination and need to be harmonized in order to yield a more visible impact in the Bank business processes.

What needs to be done?

KM comprises a bundle of solutions and platforms that an organization can adopt to identify, capture, and disseminate knowledge in the form of insights and experiences. Such insights and experiences comprise knowledge, internalized in individual brains (tacit knowledge), codified in textual format (explicit knowledge) or embedded in organizational processes and practices. These solutions must be built collectively to make up a perfect knowledge management system. From the experiences of other development organizations, the AfDB needs to do more in order to:

- Generate new knowledge.
- Access knowledge from external sources.
- Represent knowledge in documents, databases, software and so forth.
- Integrate knowledge in processes, products, or services.
- Transferring existing knowledge around the organization.
• Using accessible knowledge in decision-making.
• Facilitating knowledge growth through culture and incentives.
• Measuring the value of knowledge assets and the impact of Knowledge Management.

From the processes described above, we can gain a general understanding of the current scope and contents of Knowledge Management solutions. It must always be understood that knowledge, as an organizational asset, should be delivered at the right time, available at the right place, presented in the right format, obtained economically, and of the highest quality. Some of the instruments in the implementation of a coherent KM system consist of the following, among others:

• Building knowledge bases and knowledge depositories
• Cultivating Communities of Practice (CoPs)
• Organizing experience sharing lecture series
• Identifying and sharing best practices
• Storytelling
• Conducting Peer Assists
• Conducting After-Action Reviews
• Conducting exit interviews for departing staff
• Creating a skills database of dynamic staff profile pages
• Writing Weblogs
• Conducting successful retreats
• Organizing E-learning programs
• Publishing Research Online
• Dissemination of knowledge products and publications

Which Knowledge Management Quick Wins can the Bank Harvest Immediately?
The progress made in Knowledge activities since 2005 is highlighted in various ECON knowledge products and activities. In comparison to other development organizations such as the World Bank and the Asian Development Bank, for instance, the AfDB appears to be in the most basic stage of KM maturity in relation to the implementation of KM solutions. While the main momentum of KM in Bank remains valid, the Bank needs to make adjustments to strengthen its work on knowledge. Adjustments must be practical, incremental, and forward-looking, and in particular be aligned progressively to AfDB strategies. Emphasis should be placed on improving AfDB’s ability to deliver more adequate and focused knowledge products to RMCs. Furthermore, a coordination mechanism is needed to enhance internal and external knowledge partnerships.

The Bank needs to harvest quick wins in Knowledge Management initiatives and make enhancements in existing KM platforms including Knowledge & Virtual Resources Center and Documents and Records Management System (KVRC-DARMS), the Statistical Data Portal, the Intranet and other Bank applications. Successful KM programs begin with a thorough understanding of how business processes, human skills and technological assets interact and support the transfer of knowledge throughout an organization. This approach will make people experience the benefits of KM and create a bottom up process that affects the people and processes. After that implementing Information Technology (IT)-based solution can enhance the results and produce a fully operating KM system. The hardest part seems to be the beginning! The areas where the Bank can achieve quick results in the implementation of KM solutions include the following:

• Enhance the knowledge sharing environment in the Bank;
• Raise staff and management awareness of the role of knowledge in development;
• Enhance Bank staff information searching skills;
• Develop a coherent system to access Bank’s knowledge and information sources;
• Implement Collaborative Networking Applications as KM Solutions;
• Coordinate the production and dissemination of knowledge products of various organizational units;
• Enhance the Knowledge & Virtual Resources Center (KVRC)
• Setup and empower Knowledge and Information Centers (KICs) in the country and regional offices;
• Recruit KM officers in the Operations Departments;
• Develop and empower Bank-wide communities of Practice (CoPs).

From the modest progress made in Knowledge Management activities during the past five years, it is clear that a review of KM practices in the Bank should involve all staff, including
those in Field offices by means of a Bank-wide knowledge audit. Knowledge audit will be a form of diagnostics investigation of the knowledge needs and demands of the AfDB as well as its RMCs clients, and the interconnectivity among the Bank management, staff, technology and learning in meeting these needs and demands. In other words, it is an investigation of the strengths and weaknesses of the Bank’s knowledge, and the opportunities and threats that face the implementation of a Bank-wide KM program. This is the most basic stage of knowledge maturity at which most organizations begin their KM journey. The purpose of knowledge audit is to answer the following questions:

- What are the Bank knowledge needs and demands?
- What tacit and explicit knowledge assets are currently available, and where are they?
- How does knowledge flow in various directions within the AfDB, and to and from RMCs, regional offices and other development partners?
- How is that knowledge being managed, i.e., identified, created, stored, shared, and used?
- What are the major barriers to knowledge flows, and in particular, what are the human, financial, or organizational constraints to the effective KM?
- What gaps and overlaps exist in the AfDB’s knowledge assets?
- What are the AfDB Staff skills and competency improvement needs, collaboration, team work, opportunities for learning and development, organizational culture practices, leadership, and performance management.

Experience from other organizations shows that there are several structural barriers to effective knowledge sharing that must be removed to ensure the success of KM initiatives. Barriers may be objects, ideas, practices, structures, systems, etc. that prevent or discourage knowledge sharing. The Bank KMD strategy recognized that a number of risks that may adversely affect its implementation. The overall success of a KM strategy will, to a large extent, depend on cooperation across Bank complexes and departments.
E-Learning as a tool to develop Critical Mass

Taoufik Rajhi, Chief Capacity Development Economist, African Development Institute

Introduction

International organizations Capacity Development (CD) activities often come in the form of implementation of different level of face to face training of managers and officials from the Regional Member Countries (RMCs). These middle managers or officials are often involved in implementing critical decisions based on development strategies in their countries and in particular economic reforms. Development strategies as well as economic and institutional reforms involve more and more a large number of officials not only in design but also in the implementation phase which is much important for the success of the reforms and development strategies.

Developing critical mass

Complexities in implementing strategies and reforms provide for a broad range of persons in need of Capacity Development. It goes beyond the class of senior officials and middle managers at the central level to encompass regional executives who have important responsibilities in implementing programs. Not to mention also the strengthening of the capacities of the civil society in particular, private sector and stakeholders in general. The scope of Capacity Development is therefore very broad while the activities programmed by the international organizations are only for a very small fraction of this population.

Indeed, a rather limited group of staff members in each country benefits from this type of activity in an episodic
manner and in a relatively limited period of time. This led to a situation where the majority of officials, which represents a large enough group of actors, does not benefit from this type of training and therefore is excluded from this type of Capacity Development. Next to the limited number of staff members with capacity development activities, there is also the phenomenon of loss of accumulated human capital. Indeed, the effect of migration of civil servants to the private sector as well as the effect of aging reduces the stock of beneficiaries’ officials that requires an increased effort of training to compensate for this reduction.

In light of all of the groups mentioned, the number of individuals and institutions that should be targeted by the capacity-building activities becomes large enough. Take the example of 50 African countries, assuming that in each country 50 persons at the central level would be trained. Then, the result is a number of 2500 persons to benefit each year. If we also assume that in each country, there are five regions and each region requires strengthening the capacity of 50 persons including stakeholders, civil society and the private sector, therefore an additional number of 2500 persons by country and thus 25000 persons for fifty countries. The total of individuals and organizations to strengthen is 27500 persons beneficiaries and considering a reasonable rate of loss, the effective number will be 25000.

It is obvious that international institutions do not have the financial means to deal with such a significant demand for Capacity Development which calls into question its effectiveness since it is unable to generate the critical mass of beneficiaries which is necessary for efficient and successful implementation strategies and reforms in the country. Some countries are in a trap of lack of capacities that prevent them to take off and to implement in an efficient way their strategies and reforms. Other countries were able to leave this trap by creating important capabilities and exceeded the critical threshold. Think about ways to circumvent this constraint is an important issue to create this critical mass of capacity in the country.

E-Learning as a mean to develop a critical mass
E-Learning is defined as the use of new information technologies (Multimedia and Internet) to access resources and services and the realization of exchanges and collaboration in distance learning and training purposes. Among the main features of E-Learning is accessibility that allows to work in the direction of creating a critical mass in the process of reinforcement of capacities. This accessibility can be summarized as follows:

- **Temporal accessibility**: allows the individual to access at any time to modulate its logon hours depending on its program and its availability.
- **Geographical accessibility**: allows the individual to access all E-Learning offers at any place without any discrimination other than related to telecommunications infrastructure.
- **Economic accessibility**: allows access to information to a large number of users without effect of congestion apart from those related to telecommunications infrastructure with a low access cost of media design and E-Learning platform.
- **Technical accessibility**: allows access to platforms and media that do not require proven technical expertise.

E-Learning is therefore an effective way to enable a large number of middle managers and senior officials to benefit from the actions of strengthening capacities at a lower cost. It also allows multiply training for officials allowing them to improve their skills in several areas at once. It helps reduce the cost of training for Capacity Development activities to costs relating to the tools of access (Computer and internet connection). Compared to the standard activity of training, face-to-face, significant savings are made on transport, accommodation, rental equipment and room and resource persons.

**Conclusion**
It is clear that international organizations must incur fixed costs concerning the design of the training support materials to which is added a relatively low and variable maintenance cost and platform update. These fixed costs of design and variables costs of management are relatively high but are supported once for all and benefit from increasing returns to scale which facilitates the establishment of a critical mass.
VI. Policy Dialogue, Partnerships and Networking

The Development Management and Policy Dialogue Division of the African Development Institute contributes to the mission of the Institute by developing and implementing activities geared towards the strengthening of the capacity for policy design and development management. Three specific areas of contribution are: (i) Strengthening Regional Member Countries’ capacity to effectively design and implement their own policies while using knowledge produced in the AfDB and elsewhere, as evidenced by theme 3 of the ADI activity programs, on Macroeconomic Policy Modelling and Forecasting; (ii) Sustaining policy dialogues among development partners with particular focus on macroeconomic issues, and (iii) Engaging in active and strategic partnerships for Capacity Development (CD), to efficiently and cost-effectively deliver top-of-the range and innovative CD programs. Activities that have been undertaken in 2013 are: (i) Policy Dialogue (with RMCs and RECs); (ii) Development of Partnerships and (iii) Networking.

Policy Dialogue

Over the first part of 2013, the Development Management and Policy Dialogue Division organized nineteen (19) Policy Dialogue workshops with Regional Member Countries in conformance with the AfDB Ten-Year Strategy (TYS) to enhance RMCs’ capacities to design and implement their policies. In that respect, the Division of Development Man-
management and Policy Dialogue plays a dual role of assessing countries’ policy dialogue capacity in order to better shape the delivery of the training activities. This necessitates the design of training activities including simulations of policy dialogues. Government Officials of host countries are invited to participate in policy dialogues on workshops themes as means of improving policy uptake and enhancing the research-policy nexus. The nineteen activities conducted in 2013 include the following:

- In the AfDB-Korea collaboration, the Division organized the training for fifteen (15) Officials from each of Ghana and RDC on Small and Medium Enterprises (SMEs) in Korea, in the aim of sharing with Africa, the Korean experience on SME creation, management and regulation. Three similar workshops were organized in 2012, and the Government of Korea expanded the budget to allow the training of Officials from five (5) additional countries, for fifteen (15) Officials in each case.

- The Division delivered two workshops in the area of “Export Dynamics and Trade Facilitation” to the The West African Economic and Monetary Union (WAEMU) countries in West Africa and to East African Community (EAC), Southern African Development Community (SADC), THE Common Market For Eastern and Southern Africa (COMESA) and Intergovernmental Authority on Development (IGAD), in Eastern and Southern Africa. Each one of these two workshops brought together at least forty (40) participants. The objective of these workshops was to examine the role of trade facilitation and logistics in fostering intra-African trade and value chains across the trading corridors.

- The Division, in collaboration with the International Trade Center, organized a workshop on “SMEs doing Business across borders” in Abidjan, Côte d’Ivoire. This regional workshop brought together thirty (30) participants from the WAEMU countries.

Still in Abidjan, Côte d’Ivoire, the Division collaborated with ONRI2 in the organization of a workshop in “Regulation for African commodities and derivatives markets” bringing together commodities markets regulators from seven African countries:

**Partnerships**

On-going partnerships in the Division are: African Capacity Development Foundation (ACBF), African Economic Research Consortium (AERC), International Trade Center (ITC), International Monetary Fund (IMF), Japan International Cooperation Agency (JICA), Organisation for Economic Cooperation and Development (OECD), United Nations Development Program (UNDP), World Bank, University of Namibia and the coordination of the Korea-Africa Economic Cooperation (KOAFEC). The collaborative activities are presented in the preceding paragraphs.

The Joint Partnership for Africa (JPA) of the AfDB and IMF partnership dominates the group with ten (10) collaborative workshops a year. Over the first half of 2013, five (5) workshops were organized successively on: Implementing full taxpayer self-assessment; Public Sector Debt Statistics; AMLCFT Methodology for the New Standard; Macroeconomic Management and Fiscal Policy; Introductory Course on Monetary and Financial Statistics.

**Networking**

Sessions of Networking with Think Tanks on development issues pacing the Continent set out the framework for such policy dialogues. The first session of 2013 was organized in the sidelines of the Bank Group Annual Meetings in Marrakech, Morocco, on “Policies for Africa’s Structural Transformation: What is the Role of Think Tanks?”

The main objective of this Event was to nurture an exchange of views among Think Tanks working on Africa issues, at the very moment when one has to be looking ahead for Africa to engage in structural transformation through the strongest policies. The debate was organized around the following concerns: (i) Building productive capacities; (ii) Achieving food and energy security; (iii) Managing volatility in commodity prices; (iv) Reducing high unemployment among the young and poor; (v) Improving on infrastructure and regional cooperation; (vi) Strengthening domestic resource mobilization and domestic financial markets; (vii) Supporting the development of small and medium-sized enterprises (SMEs), and (viii) Empowering the private sector.
The specific points that were discussed were: (i) How best can Think Tanks go about identifying the research issues relevant to transformation? (ii) Which strategies can Think Tanks use to translate the academic research to policy? (iii) How should Think Tanks engage the governments, private sector and the civil society in the transformation of Africa? and (IV) What metrics should be in place to evaluate the effectiveness of Think Tanks in impacting on the Transformation Agenda? Think Tanks participated in the Event: They were represented by: Mwangi S. Kimenyi, Director of Africa Growth Initiative of the Brookings Institution, Global Economy and Development; William Lyakurwa, Executive Director, African Economic Research Consortium (AERC), Nairobi, Kenya; Sarah Ssewanyana, Executive Director, Economic Policy Research Centre (EPRC), Kampala, Uganda; Thaladidia, Thiombiano Executive Director, Centre d’Etudes, de Documentation et de Recherches Economique et Sociale (CEDRES), Ouagadougou, Burkina Faso; Nkosana Moyo, Executive Director, Mandela Institute for Development Studies (MINDS), Johannesburg, South Africa; Ibrahim Diarra, Executive Director, Centre Ivoirien de Recherches Economiques et Sociales (CIRES), Abidjan, Côte d’Ivoire.

These Think Tanks formed a network that will accompany Africa’s structural Transformation through development and advice on stronger policies. Some of the areas of engagement identified by the Directors of these Think Tanks: i) The design of policy measures that will result to smooth economic transformation and building the capacities of policy makers to appreciate the recommendations are: ii) The regular evaluation, analysis and research of government policies, programs and projects, iii) The study of options for neutralizing negative elements and reinforcing positive forces; and iv) The assessment of the impact of lack of performance of management culture. ■

Signing of MOU with International Islamic Liquidity Management Corporation, AfDB Temporary Relocation Agency (Tunis), June 14, 2013.
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Founded in 1995, The African Development Institute (ADI) fosters and promotes the human and material development of Africa. To achieve this goal, the ADI pursues three separate but related strategies: problem-oriented research; empowering education; and advocacy of self reliant and endogenous development policies.

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