



AFRICA'S CAPACITY DEVELOPMENT STRATEGIC FRAMEWORK



CAPACITY DEVELOPMENT

The power to
change Africa

AFRICAN UNION AND NEPAD AGENCY

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AFRICA'S PEOPLE

THE CONTINENT'S MOST IMPORTANT RESOURCE

Africa is consciously making capacity development a key priority, and has adopted a continent-wide strategy on capacity development—the AU NEPAD Capacity Development Strategic Framework (CDSF) by decision of the 14th African Union Assembly of February 2010.

Considerable progress is being registered in meeting the objectives of the Continent's transformation agenda by embracing far-reaching political and socio-economic reforms. The New Partnership for Africa's Development (NEPAD) encompasses the spirit and essence of this African renewal. As a programme of the African Union (AU), adopted by the Continent's leaders in 2001, NEPAD is a common vision expressing a firm conviction that Africans have the responsibility, individually and collectively, to extricate the Continent from the malaise of poverty. High priority is placed on harnessing African resources, including human and institutional capital, as well as forging partnerships amongst Africans and the global community, guided by a visionary, committed, innovative and decisive leadership to achieve AU objectives.

In advancing the transformation agenda, the AU and its NEPAD Programme recognize the centrality

of capacity development in empowering Africans to embark on the set development agenda and to fulfil their creative potential. Much of Africa's inability to successfully implement key programmes stems from deep systemic capacity weaknesses at national, sub-regional, and continental levels.

The ineffective nature of the interrelationships amongst these levels of governance has exacerbated Africa's development challenges. Hence, the effect has been the continued marginalization of the Continent. Fundamentally, previous efforts and approaches to capacity "building" have not helped significantly in addressing existing capacity challenges.

Capacity development is undoubtedly critical to the future prospects of the Continent. As such, NEPAD spearheaded a participatory process resulting in the first ever Africa regional strategy - the AU-NEPAD Capacity Development Strategic Framework (CDSF). The process of conceptualizing and framing the CDSF, which covered a period of three years, involved a number of

African countries, Regional Economic Communities (RECs), civil society, the private sector, academia, capacity development institutions and development partners.

Notably, African Leaders, through the 14th African Union Summit of February 2010, took a major step in endorsing the CDSF as the Africa-wide common reference approach to capacity development on the Continent. This high level action reflects leadership and ownership of the capacity development agenda. Inherently, capacity development is a political process requiring sustained commitment to change. The strengthening of capacities implies inevitable power and relational shifts, particularly where the outcome is an engaged and empowered citizenry that holds public and private actors to account.

As a guiding and integrated tool for capacity development in Africa, the CDSF offers a unified approach and a lens through which to diagnose and address fundamental systemic capacity challenges. The Framework represents a crucial paradigm shift towards capacity enhancement. It focuses on the imperative to capitalize on African resourcefulness while underscoring solution and impact-based innovation. In addition, the CDSF reinforces an approach to capacity development that hinges

on individual, organizational, and systemic levels. Thus, both 'hard' which is technical, and 'soft' referring to strategic and less tangible skills, form the bedrock of capacity development. This integrated approach is therefore a key qualitative leap forward for Africa's development.

The CDSF is built on six strategic cornerstones, which are capacity development priorities as defined by Africans. These priorities include leadership and citizen empowerment, unlocking African potential, skills and resources for development. Further, the central thrust of the CDSF is to enhance the capacities of capacity developers and to institutionalize integrated approaches and evidence-based knowledge and innovation systems for continuous learning and improvement in achieving better development results.

The Framework is adaptable to varied political and socio-economic contexts and will be further enriched on the basis of experiences and lessons shared from implementation. Additionally, the Framework creates opportunities for individuals, institutions, countries, and sub-regions to forge creative partnerships in addressing specific capacity development challenges. Noteworthy is that the CDSF builds on previous and ongoing initiatives in Africa and globally, towards harnessing and nurturing existing capacities for the Continent's development.

Africans have high expectations that capacity development should help deliver coherent and effective sector-wide and national



development in stimulating growth and prosperity. I therefore urge African stakeholders and development partners to support AU and NEPAD in the implementation of this Capacity Development Strategic Framework, particularly the application of the six cornerstones in developing capable states and institutions, as well, as an engaged African citizenry.

Overall, the development dividend from any intervention is only as good as the capacities upon which the effort rests. Transformative capacities are therefore required to tackle the Continent's change agenda and processes. Africa's capacity for change will ultimately determine the quality of development that is achieved.

It is my hope that collectively, Africa supported by development partners, will successfully mobilize and form coalitions towards the implementation of the 'bold capacity development agenda' as envisioned in the CDSF to drive the Continent's renewal.

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 NEPAD Agency

PREFACE AND ACKNOWLEDGEMENTS

The AU-NEPAD Capacity Development Strategic Framework is an outcome of three years of concerted efforts, dedication and investment in a participatory process that sought to define and articulate the capacity needs and solutions for Africa. A core CDSF Technical Team comprising representatives of African countries and partner institutions led the engagement and drafting process for the CDSF. This team now forms a core part of the NEPAD Capacity Development Continental Steering Group (CSG) that was officially launched in March 2010.

The process was made possible through the full support and guidance of the NEPAD Steering Committee and the Heads of State and Government Orientation Committee (HSGOC), which in 2010 recommended the CDSF for endorsement by the 14th African Union Assembly in Addis Ababa, Ethiopia.

Importantly, the NEPAD Agency is grateful to representatives of African countries that accorded strategic importance and priority to this process. This provided the critical ownership in raising the visibility of an integrated approach to CD in Africa by inputting into the CDSF. Invaluable time and resources were invested in consultative processes by relevant government ministries, the African Peer Review Mechanism (APRM), CD institutions, universities, private sector and civil society organizations.

Integral to the CDSF process was the support of key partners that have CD as a core focus area, particularly

the German International Cooperation (GIZ) on behalf of the German Government, the United Nations Economic Commission for Africa (UNECA), and the United Nations Development Programme (UNDP). Notably, GIZ provided technical and financial support toward the extensive participatory development phase, with similar support offered to catalyze the CDSF implementation. Through the NEPAD National Stakeholder Engagement process of 2006-2009, the development of the CDSF was further enriched, with substantial contributions from the Southern Africa Trust (SAT) and the Flemish Government.

The CDSF is a response to the capacity imperatives outlined in the NEPAD agenda that draws on the African principles of ownership and leadership as the foundation for the Continent's development. Resources from existing and previous CD initiatives by national,

bilateral and multilateral institutions served to inform the process of articulating 'capacity development' as it pertains to Africa. The basis for this strategy was the imperative for Africa to define its own CD agenda, harness what has worked, reinforce gains, and also learn from what has not worked. "The New Partnership for Africa is about consolidating and accelerating these gains."¹



1. NEPAD Base Document Para. 8 October 2001

ACRONYMS

AE	Aid Effectiveness
APDev	Africa Platform for Development Effectiveness
APRM	African Peer Review Mechanism
AU	African Union
AUC	African Union Commission
CDSF	Capacity Development Strategic Framework
CBOs	Community-based Organizations
CD	Capacity Development
CDP	NEPAD Capacity Development Programme
DBSA	Development Bank of Southern Africa
DE	Development Effectiveness
GIZ	German International Cooperation
HSGOC	NEPAD Heads of State and Government Orientation Committee
MDGs	Millennium Development Goals
MRDE	Mutual Review of Development Effectiveness
NEPAD	New Partnership for Africa's Development
NPCA	NEPAD Planning and Coordinating Agency
NPOAs	National Programmes of Action
RECs	Regional Economic Communities
SSC	South-South Cooperation
UNDP	United Nations Development Programme



1 THE NEED FOR A CONTINENT-WIDE INITIATIVE ON CAPACITY DEVELOPMENT

“ The challenge for Africa, therefore, is to develop the capacity to sustain growth at levels required to achieve poverty reduction and sustainable development. This in turn, depends on other factors such as... human capital, institutions... ”
– NEPAD 2001, para 64.

INTRODUCTION

1. After decades of grave political, social and economic challenges, the African Continent is experiencing a period of relative peace and economic growth. Current projections point to better growth prospects for the near future. However, a dearth of capacity at all levels is threatening the Continent's ability to maintain and sustain these positive trends. Ineffective relationships between States, regions, institutions and individuals continue to exacerbate Africa's development challenges. Specifically, these constraints relate to leadership and management practices, delivery systems and mechanisms, information and communication systems, and skills and knowledge gaps.
2. Other challenges point to sub-optimal allocation and utilization of resources, both human and financial, and the absence of a culture of accountability and responsibility. This, in turn, has affected the level of professionalism, and consequently led to low development impact. A key challenge is to address the question – “What capacities are critical for successful development of Africa's sectors and thematic programmes and projects in attaining the desired development results?” In summary, Africa's transformation will also require system-wide capacities for change – a change of mindset and a mindset about change.
3. Acknowledging this, in 2006, NEPAD embarked on a Continent-wide consultation on capacity development in Africa, engaging with stakeholders such as senior government officials including Ministers, experts and practitioners. Deep engagements were undertaken at country level which set in motion a process leading to the conceptualization and development of a CD strategy embracing Africa's unique needs and priorities. The participatory process eventually culminated in producing the AU/NEPAD Capacity Development Strategic Framework (CDSF) to serve as a common approach to guide capacity development policy design and practice in Africa.

4. The CDSF was endorsed by the 14th African Union Assembly of Heads of State and Government in February 2010, as Africa's regional integrated approach to address capacity development challenges on the Continent. The endorsement was based on the recommendations of the 22nd Meeting of the NEPAD Heads of State and Government Orientation Committee (HSGOC), which convened in January 2010.
5. The engagement process revealed that, in Africa, capacity development goals are often not systematically addressed or integrated in national, regional and sector contexts. In addition, guidance on how to develop capacity is not readily available. With governance and capacity variations among African countries today, there is an urgent need to, first and foremost, re-shape the perceptions of actors in the public and private sectors. This calls for an all-embracing societal engagement to advance state effectiveness within the frame of 'capacity development'. Institutionalizing a shared view of this frame is critical to ensure productive dialogue on CD as the 'how' of development, and a change dynamic. As a change agenda, CD inherently requires joint conceptualization of essential dimensions and processes through active participation by multiple stakeholders in shaping a new citizen-based social order.
6. Therefore, the CDSF calls for an agenda on state and institution building that is founded on multi-stakeholder engagement characterized by shared responsibility and a vision for a co-produced development result. This is inspired by NEPAD, as a programme of the African Union, where state capacity building is a critical aspect of creating conditions for development and in implementing poverty reduction programmes. However, the reality is that many governments lack the capacity to fulfil this role. As a consequence, many countries lack the necessary policy and regulatory frameworks....They also lack the capacity to implement programmes even when funding is available ².”
7. Capacity dividends have the potential to reinforce good governance in all its ramifications, and is essentially normative in the sense that it identifies standards such as transparency and accountability, while the value of CD is the emphasis on achieving objectives and results through systems and processes. Therefore, capacity development is instrumental to achieving governance goals and sector objectives. Effective management rules and systems, which are important CD outcomes, can further strengthen accountability and transparency, which are governance objectives.

2. NEPAD, Framework, para 86 (2001)



8. The CDSF sets the contours of a pragmatic agenda of action that addresses governance challenges through a set of empowered stakeholders including citizens in state-building and development. A major challenge entails putting in place programmatic interventions aimed at transforming disenfranchised communities into stakeholders by getting their voices heard through adequate participation, with corresponding and supporting institutional solutions for sustainability. This underscores the centrality of capable and growth-enhancing institutions.

9. **Essentially, the CDSF is an approach and policy tool to:**

- a. Analyze in-depth the fundamental capacity constraints and challenges;
- b. Promote integrated and innovative actions towards appropriate and workable solutions to capacity development, taking into account local needs, priorities and contexts;
- c. Advocate for the application of integrated, comprehensive, and sustainable capacity development solutions in addressing systemic constraints for development effectiveness;
- d. Raising awareness that capacity is not only about skills, but about incentives, enhanced governance, power structures, and institutions;
- e. Transform development by supporting institutional change in African countries and Regional Economic Communities;
- f. Devise innovative ways and means to build public and private-sector capacities to promote wealth creation;
- g. Create an enabling environment and organizational processes and systems to unlock the resourcefulness and creativity of Africans - individually, institutionally, and collectively;
- h. Encourage a culture of responsibility, performance excellence and mutual accountability, particularly among political and technical leaders;
- i. Monitor and evaluate capacity development interventions for learning and continuous improvement;
- j. Advance country ownership of capacity development processes and interventions to improve performance in the public and private sectors; and
- k. Build capable networks and constituencies of expertise within and beyond Africa to catalyze action as well as share experiences and promote mutual learning.

10. **Major factors crucial to sustained success in capacity development underpin the rationale for the CDSF, as follows:**

- a. The need to methodically address systemic capacity constraints, given that applying short-term, quick-fix and fragmented interventions have not adequately resolved Africa's real capacity challenges. Instead, there is need for a strategic and longer-term perspective focused on organizational system capacities rather than on individuals or hardware alone;
- b. The fulfillment of the vision of African renewal espoused in NEPAD, as a Programme for the African Union, requires a fundamental transformation, reorientation, realignment and strengthening of Africa's institutional framework. This will enable both public and private spheres to respond effectively to the new demands and expectations arising from Africa's needs and from new opportunities in an increasingly interconnected world;
- c. Focus on opportunities to identify and boldly apply comprehensive solutions to enable countries and institutions meet the development objectives in a complex and ever-changing environment, which imposes additional pressures on Africa's already fragile institutions and constrained environment.

11. In essence, this approach focuses on capacities for renewal, with the accompanying change of mindset necessary for change readiness.

"CAPACITY DEVELOPMENT" IN THE AFRICAN CONTEXT

12. The concept and articulation of 'capacity development' has changed over the years with an emerging expanded notion focusing on the 'development' of capacities rather than 'building'. This new conceptualization has moved the practice away from the limited approach based on a traditional understanding of strengthening capacity through training activities, the provision of materials and financial support and organizational restructuring. This older interpretation of capacity is still prevalent across the Continent resulting in inadequate solutions whenever capacity challenges confront states or institutions.

13. Drawing on the lessons learned from implementing national, regional and international agendas, the concept of capacity development as advocated by the AU and its NEPAD Programme, calls for a wider and deeper analysis of capacity needs, based on a broader understanding of the actual deficiencies and how best to address them through innovative and transformative processes. Therefore, the term 'capacity development' entails the ability of people, organizations and societies to diagnose challenges, devise and implement workable strategic solutions. In this context, capacity development also encompasses an analysis of the system as a whole, as the basis for the prescription of appropriate, effective, efficient and sustainable solutions.

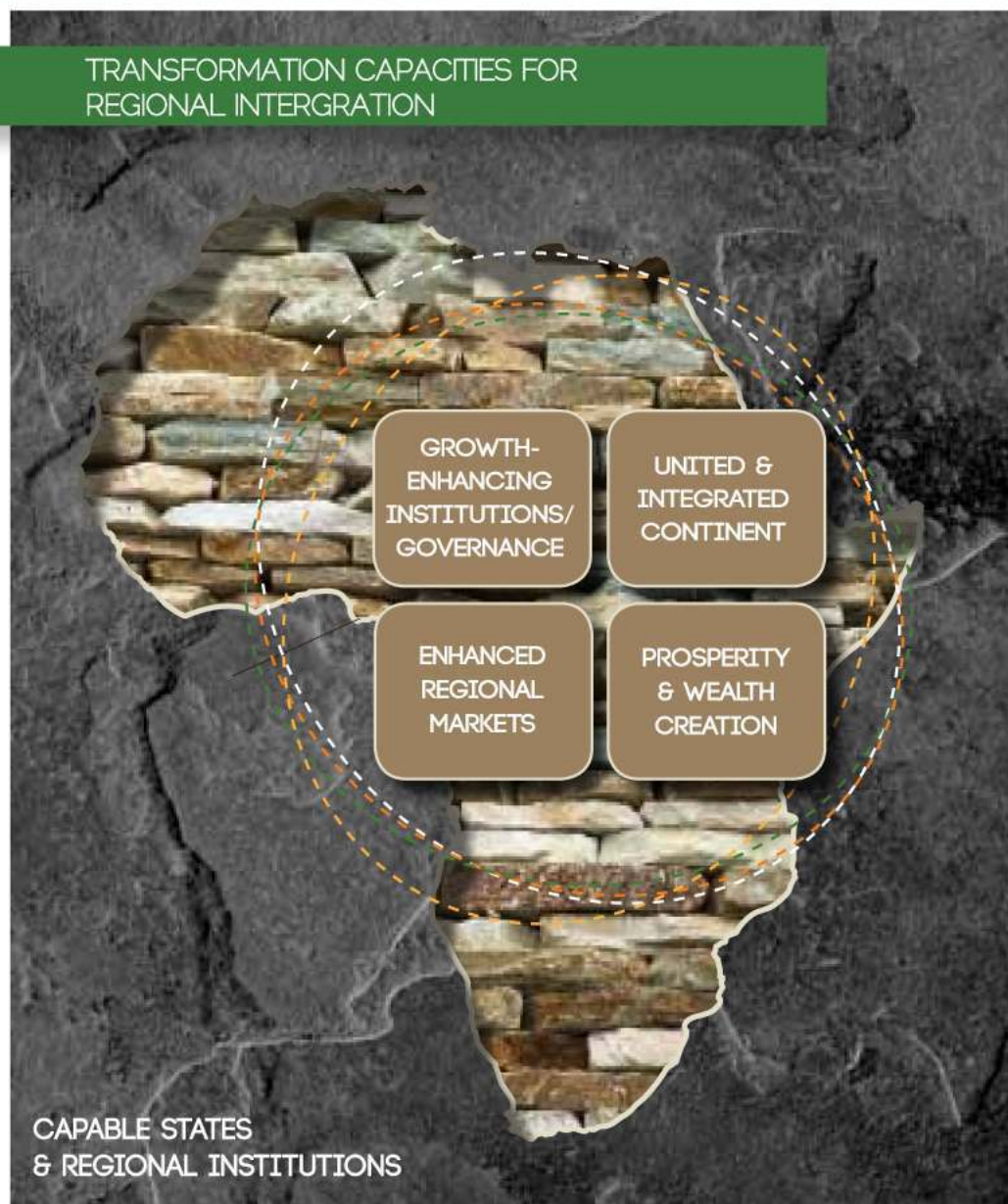
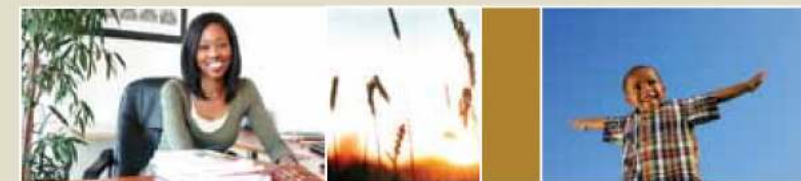


Figure 1



CAPACITY DEVELOPMENT AS BASIS FOR EFFECTIVE ACTION

14. **The CDSF defines capacity development as:**

*"A process of enabling individuals, groups, organizations, institutions and societies to sustainably define, articulate, engage and actualize their vision or developmental goals building on their own resources and learning in the context of a pan-African paradigm."*³

15. This broader concept of capacity development emerged during the Africa-wide consultation process to develop the CDSF, which the NEPAD Agency spearheaded from 2006. The process framed capacity as encompassing issues relating to ownership, leadership, mindset and attitudinal change aspects, as well, as internal and external organizational dynamics and learning.

16. To be effective and sustainable, capacity initiatives must deal with the performance of the full system. In attempting to unblock the capacity challenges confronting a country or an organization, CD interventions need to analyze and address systemic blockages of the whole organization, rather than focus on selected components.

17. Two types of capacities are critical - the tangible which is the 'more evident' and the intangible, that is 'less evident'. Both capacities are fundamental to attaining performance and results, hence the need to strongly address the less visible capacity elements in the context of Africa's development. In practice, as organizational performance improves, some of the less evident capacity elements actually become tangible.

18. Overall, "Capacity development" denotes and invokes country-owned and country-led development and change processes including the strengthening of national systems for delivery. Additionally, CD is about enhancing existing capacities for excellence, effective delivery and results including closing capacity deficits.

³ Definition adopted by participants of the first CDI workshop, Johannesburg, November 2006

TABLE 1: TWO TYPES OF CAPACITY: 'MORE EVIDENT' AND 'LESS EVIDENT' CAPACITY ELEMENTS

More evident capacity elements	Less evident capacity elements
<p>a. Institutional and structural capacity, including organizational structure, hierarchies, mandates, procedures, rules and regulations.</p> <p>b. Financial and material capacity.</p> <p>c. Human resources capacity - number of employees and skill levels.</p> <p>d. Capacity to design and develop policy and other related instruments.</p> <p>e. Capacity to monitor and evaluate input.</p>	<p>Capacity to:</p> <p>a. Provide visionary and strategic leadership.</p> <p>b. Learn, focus and strategize.</p> <p>c. Mobilize and effectively utilize existing capabilities.</p> <p>d. Retain, hire and effectively utilize competent and productive personnel.</p> <p>e. Capitalize on underutilized potential within an organization.</p> <p>f. Predict, adapt and respond to the volatile and ever-changing environment.</p> <p>g. Harness creativity and innovation.</p> <p>h. Nurture technical leaders to provide space for innovation and effective delivery.</p> <p>i. Motivate and inspire personnel (incentives).</p> <p>j. Instill a greater sense of ownership among personnel to achieve organizational goals.</p> <p>k. Ensure accountability and responsibility.</p> <p>l. Communicate effectively with internal and external audiences.</p> <p>m. Implement national, regional and continental programmes and projects.</p> <p>n. Learn and apply lessons and knowledge to improve performance for effective service delivery.</p> <p>o. Monitor and evaluate CD outcomes in the context of development results.</p>

19. Most CD interventions in the past focused mainly on the more evident elements, neglecting the less evident, which are often the 'real issues' - and the reason delivery is not always optimal. Attention to soft strategic skills helps deal with the interactions and relationships within a system. Therefore, the CDSF is premised on a delicate balance between the evident and less evident elements, to ensure relevant mixed-skills sets, capable states and proactive institutions.



OBJECTIVES OF THE CDSF

20. The Capacity Development Strategic Framework primarily "aims to catalyze integrated actions towards developing adaptive and robust capacities at national, sub-regional and continental levels focusing on the African individual, institution and enabling environment." The Framework enables African countries and institutions to harness and optimize existing capabilities in achieving agreed development goals, including the MDGs. The CDSF intends to broaden awareness and understanding among stakeholders. In this context, the multiple factors that impact on sustainable CD are taken into account as a basis for developing appropriate CD strategies.

21. Specifically, the CDSF serves:

- As a common approach to capacity development in Africa premised on the profound need for fundamental transformation, re-orientation, and re-alignment of society-wide capacities as a basis for sustainable, inclusive and results-oriented development; and
- To promote the mobilization of existing and untapped potentials, motivating for the Continent's reform agenda through change in mindsets to ensure the balance between essential hard skills, and soft skills for improved efficiency and effectiveness.

22. Driven by six strategic cornerstones, the CDSF advances:

- Transformative Leadership
- Citizenship Empowerment
- Utilizing African Potential, Skills and Resources
- Developing Capacity of Capacity Developers
- Knowledge and Evidence-based Innovation
- Integrated Planning and Implementation for Results

23. The CDSF is a policy-setting instrument focusing on enhancing national and regional capacities for better policy design, alignment and implementation. Putting the CDSF into practice is fundamental to actualizing the AU-NEPAD vision of eradicating poverty and building a prosperous Continent through the efforts of African citizens.

24. To this end, the CDSF directs attention to some critical fundamentals, namely:

- The nature of existing capacities in the Continent;
- Availability of information on the quality and effective utilization of present capabilities;
- Strategies for African countries and institutions to optimally maximize existing capacities for growth and prosperity;
- Design and utilization of innovative mechanisms to build upon and pool existing capacities across required levels and on inter-regional basis; and
- Africa's real capacity needs and challenges and how best to address them in a comprehensive and integrated fashion.

25. Through the CDSF, the African Union and its NEPAD Programme, in collaboration with partners are:

- Promoting the application of an integrated approach to capacity development taking into account the totality of organizational dynamics;
- Enhancing and expand the notion and quality of policy and technical leadership to ensure that each individual and institution assumes responsibility for respective roles in ensuring the attainment of set development goals;
- Promoting the creation of an enabling environment, organizational processes and systems aimed at unlocking the resourcefulness and creativity of Africans;
- Fostering a culture that induces the spirit of responsibility, integrity, mutual accountability and unwavering commitment to performance excellence across public and private sectors; and
- Building and catalyzing capable networks, pools and constituencies of expertise within and beyond Africa for experience sharing and mutual learning.

AU-NEPAD PRINCIPLES AND CORE VALUES IN CAPACITY DEVELOPMENT

26. The transformational character of Africa's development agenda in general and the successful implementation of the CDSF in particular requires strong political will and total commitment. The AU-NEPAD principles and core values of African leadership and ownership are conditions that will create an enabling environment through broad-based capacities for good governance, peace, security and sustainable development.



Figure 2: Cornerstones of the Capacity Development Strategic Framework (CDSF)



27.

The key values that underpin the CDSF are:

- **Change of mindset and transformation readiness:** Development in general and the AU's renewal agenda are about change and its related components of resilience and adaptation. Therefore, the underpinning notion of change implies the need for corresponding capacities for that change, with learning and innovation as key ingredients, to be geared towards system-wide transformation and delivery.
- **Commitment to efficient and effective results focused service delivery:** This requires a commitment by individuals and organizations, as a core value towards the de-politicization of service delivery.
- **Supremacy of performance and results** – The primacy and recognition of performance, proactivity and innovation are at the core of achieving improved development results. Performance should outweigh rigid organizational mandates and processes, thereby promoting effectiveness based on a culture of excellence.
- **Cultivating African potential** – Development of human and institutional capacities as the prime resource. The intrinsic value in capacity development is the conviction, trust and ability of people to manage their affairs and further self-develop in order to contribute to broader societal goals. This empowers citizens to fully participate in the articulation, solution-seeking and implementation of the development agenda.
- **Inclusive processes and equal opportunity** – Attainment of equal opportunity is a major outcome of an engaged and empowered citizenry without prejudice to gender, racial and ethnic considerations. This strengthens the effective utilization of human potential and promotes the nurturing of future leaders. Ultimately, equal opportunity increases access to public goods.
- **Respect for diversity** – The necessity for capacity development efforts to adapt to context-specific requirements, varying multi-stakeholder interests, roles and responsibilities is paramount, particularly in homogeneous societies.
- **Collaborative leadership and citizen-centred action for development** – Inclusiveness is a major pillar of sustainability, implying adequate provision of space for all stakeholders and recognition of quality and standards for excellence in nurturing collaborative capacity. To this effect, managing knowledge and learning exchanges, drawing on evidence of what works, does not, and could work is vital to innovation.



2 A STRATEGIC FRAMEWORK FOR CAPACITY DEVELOPMENT IN AFRICA

28. The CDSF is premised on the notion that capacity development is a central strategy in enhancing growth and transforming the performance of African systems of service delivery and socio-economic development. State institutions are not the only drivers of development. The capacity of citizens to articulate their vision, express needs and demand accountability is an underlying factor. Citizens have a major role to play together with the state in making public services impactful and accountable, thereby ensuring the attainment of developmental goals. For this reason, the CDSF addresses individual, group, institution and overarching societal capacities and in particular, amplifies the interface and linkages between these levels. It further underscores the interconnection between tangible and intangible factors of capacity development that make the system function as a whole.

29. The Framework emphasizes capacity development as a process of performance enhancement driven by results and impacts, rather than the inputs-based fragmented training of individuals which is often isolated from systemic capacities. Enhancing performance in this sense is closely related to behavioral change and the intangible (less evident), 'soft' aspects of capacity. The need for a change of mindset among Africans forms part of the intangible capacity helping to overcome such trends as Afro-pessimism. The development of a new work culture responsive to societal demands is essential in building the necessary systemic, implementing and capacities for renewal.

30. Capacity enhancement is part of the process of reconstructing the identity and self-confidence of the people to lead and own the Continent's development. Based on this, Africans can constructively call on the rest of the world to partner in complementing domestic efforts.

AFRICA'S CAPACITY DEVELOPMENT PRIORITIES SIX CORNERSTONES TO MAKE CAPACITY WORK

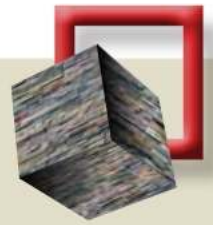
31. The Capacity Development Strategic Framework is founded on six cornerstones, which are Africa's capacity development priority areas. These cornerstones, individually and collectively, will help secure development effectiveness in Africa. The cornerstones are the most critical priorities and success factors for the delivery of robust capacity outcomes. Each cornerstone has a set of key components.

32. The cornerstones set the trajectory and agenda to help align capacity development actions and investments towards addressing the fundamental development needs specific to the Continent. The priority areas are interlinked and reinforce each other to consolidate impact. Therefore, while for analytical purposes the cornerstones are dealt with separately, the dynamic nature of the boundaries and flows are shown in Figure 1. The remainder of this section presents a broad overview of the cornerstones.

AFRICA'S CAPACITY DEVELOPMENT RESPONSE AND PRIORITIES



Figure 3



CORNERSTONE 1:
Transformative Leadership

“ Africa is beyond bemoaning the past for its problems. The task of undoing that past is on the shoulders of African leaders themselves, with support of those willing to join in a continental renewal. We have a new generation of leaders who know that Africa must take responsibility for its own destiny, that Africa will uplift itself only by its own efforts in partnership with those who wish her well... ”
- NELSON MANDELA.

33. Leadership capacities in maximizing African human potential, at political and technical levels will champion the collective renewal for improved performance in driving growth and development. Therefore, engaged champions with clear vision of their role, decision making value-chains and available mechanisms will promote broad and inclusive leadership that takes into account executive, legislative and judicial tiers in governance.

KEY OBJECTIVES AND COMPONENTS

AIM: To develop leaders at political and technical levels committed to collective transformation and results while fostering the growth and development of African human and institutional potential.

34. The quest for good leadership is a priority for all spheres of society and institutions in Africa. However, 'leadership' is always seen as starting at the level above the people seeking it. It is a vague concept, often used to excuse personal or collective non-performance and to delegate responsibility upwards.

35. There is a need to broaden the concept of leadership beyond the current 'political' confines to embrace local, national, regional, and continental, as well as, citizens and non-political collectives. There is also the need to expand the notion to embrace citizens' 'space' for bold leadership, thus institutionalizing responsibility.

36.

The key components of this priority area include:

- a. Enhanced commitment and accountability of both political and technical African leadership to better development results.
- b. Inclusive and consultative leadership that seeks solutions from within, rather than relying on external resources and initiatives.
- c. Collaborative leadership focusing on the recognition of people as a critical asset, through provision of adequate participatory 'space' for African citizens, Parliaments, judiciary, CSOs, private sector to grow and excel.
- d. Visionary, dynamic and strategic leadership fostering the capacity to organize for development effectiveness.
- e. Enterprising leadership for system-wide innovation and learning.
- f. A feedback culture for continuous improvement as an integral part of leadership and management.

37.

With leadership as a key driver for renewal and development, interventions in this cornerstone aim to foster:

- I Enhanced commitment and accountability of African leadership to results. Leaders across spheres and sectors should become the drivers of change who put the collective development agenda and performance above political interests. Accountable and responsible leadership will strive to get appropriately skilled people into the right professional jobs to achieve results, rather than supporting political and social networks at the cost of performance.
- II Inclusive and consultative leadership seeking solutions from within, rather than relying on external resources. To attain such leadership, it is necessary to shift from the prevailing 'culture of hierarchical dominance' towards a culture of harnessing, mobilizing, and inspiring the collective energy, resources and untapped potential of Africans, at the various levels for effective development.
- III Leadership that recognizes people as the key resource and provides 'space' for African citizens and institutions to grow and tackle challenges through innovative solutions in a mutually accountable manner. Leadership has a major role in the effective development and utilization of people's potentials, including the nurturing of young future leaders as both assets and investment.
- IV Strategic leadership fostering the capacity to strategize and organize in achieving better results. If performance and results are the recognized drivers, the real institutional and systemic barriers that slow the pace of implementation should be fully addressed. Further, innovative strategies and mechanisms to support the institutionalization of results as drivers will need to be developed and implemented. The focus needs to be on the 'how'.

- V Entrepreneurial leadership which encourages innovation in all spheres of society. In many spheres of African societies, particularly in the public sector, proactive, creative and innovative behavior is discouraged rather than rewarded. Linked to the 'space' mentioned above, transformed leadership plays a major role in encouraging people to champion causes and implement creative initiatives. Leaders need to capture the signals of change, seek solutions for the future, and break the mode of 'business as usual'. Leaders often underestimate the prerequisite to be proactive and creative. The capacity of leaders to enlarge that space through performance and creativity in achieving results requires nurturing.
- VI Cultivate a culture of feedback and continuous improvement as an integral part of leadership and management. Self-assessment of performance and effectiveness in leadership, as well as continually seeking feedback, are central elements of capable and smart leadership. Three hundred and sixty degree feedback at all levels has been a useful way of learning and improving the performance of leaders and managers. Ultimately, a culture in this respect needs to be established and internalized for enhancement. Leaders should differentiate between personal and professional criticism as this is one of the key barriers to innovation, learning and growth.

Promising strategies for leadership change

In the application for CDSF, African policy makers and practitioners should continually seek change strategies to bring about positive change, by reinforcing existing positive behavior and practice. Accordingly, promising processes to cultivate change include the following:

- Space for regular public and stakeholder debates and dialogue;
- Design of a clearly articulated citizen-centered development agenda and strategy;
- Creation and nurturing of role models as champions for positive leadership;
- Incentives for innovation and creativity at all levels;
- Linking performance of institutions with societal impact;
- Accountability and feedback systems between different levels of leadership;
- Broad based performance management systems focusing on development outcomes;
- Reward systems for creative, proactive, and entrepreneurial leadership;
- Youth leadership programmes to inculcate the ideals of collaborative leadership for transformation to be effected.

CORNERSTONE 2: Citizen Empowerment



“ ...there have been attempts in the past to set out...development programs. For a variety of reasons, both internal and external, including questionable leadership and ownership by Africans themselves, these have not been successful. ”
– NEPAD, 2001, para 42

38. A well-informed and empowered citizenry is essential to articulate needs, advance and claim accountability from political and technical leaders for quality services. This is important in ensuring full ownership of the development agenda and processes for sustainable outcomes.

KEY OBJECTIVES AND COMPONENTS

AIM: Well-informed and empowered citizenry to foster and claim accountability for quality services and results, while taking full ownership of the development agenda and processes alongside state and non-state actors.

39. One of the greatest challenges to attaining Africa's renewal stems from the fact that the vast majority of Africans are not well versed with vision of the African Renaissance, as espoused in the AU-NEPAD vision and objectives. Until Africans from all walks of life start living this vision, it will be impossible to make progress in transforming the Continent on a collective basis. One of the most profound tenets of NEPAD is the declaration that:

“ Across the continent, Africans declare that we will no longer allow ourselves to be conditioned by circumstance. The leaders of the Continent are aware of the fact that the true genius of a people is measured by its capacity for bold and imaginative thinking, and its determination in support of its own development. ”

– NEPAD, 2001 para 7

40. This declaration challenges, first and foremost, all African citizens to take direct responsibility for addressing the continent's development challenges. However, in many African countries, the first decades of independence have created instead dependent citizens who are not empowered and emancipated to take on such an active role. The empowerment of citizens has to focus on the mobilization of African citizens to own and take responsibility for the renewal agenda.

41. The key components of this priority area include:

- a. Embedded value of ownership of the development agenda and processes among all citizens.
- b. Engaged citizenry for ownership of Africa's transformation through structured interface with accountability institutions including Parliaments.
- c. Articulation of demands through strong and consistent voice for quality public goods and accountability from service providers.
- d. Confidence and pride in African potentials toward self-responsibility and organization for actionable impact.
- e. Strategic outlook and participation by citizens in generating and capturing indigenous knowledge for adequate exchange and learning as input into development processes.

42. Need for all African citizens to understand their role as the main drivers of development and renewal. Empowered citizens organize and take responsibility for their development while strengthening and supporting the state institutions in a proactive and accountable way. Interventions in this cornerstone aim at fostering:

- I A sense of ownership of development processes by citizens. The need to nurture a culture of responsibility by all key actors and stakeholders for full engagement in political and economic processes. This ultimately constitutes the essential demand side pressure for excellence and results.
- II Self-responsibility and organization for action without the involvement of government, thus reconfiguring citizens as drivers and not simple recipients of government policies and decisions. This will allow communities to capitalize on opportunities for timely delivery of services with little or direct government involvement.
- III Analytic and strategic thinking by citizens through adequate knowledge and information for development action. Responsible citizens actively seek access to available information. This entails fostering an information-seeking, rather than an information-recipient culture where information is used as a basis for accountability. This culture will help foster and institutionalize a culture of transparency for accountability by both state and non-state actors.



CORNERSTONE 3: Utilizing African Potential, Skills and Resources

“ We have the blessing of the wealth of our vast resources, the power of our talents and the potentialities of our people. Let us grasp now the opportunities before us and meet the challenge to our survival. ”
- Kwame Nkrumah, Address to the National Assembly, 1965

44. High priority is placed on harnessing African resources, including human, financial and institutional capital for wealth creation and prosperity. African citizens in all spheres need to fully understand and believe that through their innate resourcefulness and potential they can develop and transform Africa. The systematic mobilization of these resources will contribute to the actualization of sustainable outcomes, thus fostering self-reliance, wider ownership and accountability.

KEY OBJECTIVES AND COMPONENTS

AIM: Successful unleashing of African potentials by tapping onto domestic capacities and African Diaspora drawing on promising practices and mechanisms that facilitate horizontal learning and exchange across Africa. At the core of this objective is the effective utilization, stimulation and nurturing of domestic resources.

45. Development Finance, as a major driver of development in Africa's renewal, needs to be primarily drawn from the Continent's domestic resources. Conditions in the domestic environment could be made conducive for this, through the more innovative intra-African engagement models with the potential to mobilize financial, institutional and technical resources. This is an essential element of South-South Cooperation that can be nurtured and scaled up for policy input and effective development practice.

- IV An articulation of demand for quality services and claiming accountability from service providers and government. To enhance service delivery, the demand side is just as important as the supply side. Citizens need to be aware of what quality service is, as a basis for articulating demands in an organized and strategic way through an active complaint culture for improved services. The 'culture of silence' needs to give way to a system of proactive claiming of rights, services, and responsibility.
- V Ability to claim accountability from leaders by citizens. The culture of hierarchical dominance implies that employees and subordinates are not empowered to hold their managers accountable for decisions and actions. In a transformed setup, employees and citizens are engaged and empowered, taking charge of their own destinies in a manner that is linked to the success of the collective whole. This is clearly linked to Africa's leadership transformation.
- VI Legal empowerment of citizens, particularly the poor. To help the poor and the vulnerable groups, especially women and youth, emerge from poverty, specific pro-poor and rights-based approaches linking exclusion, poverty and the law are required. This involves developing capacities to help governments and grass-root organizations create an environment that empowers people to capitalize on livelihood development opportunities. Political and institutional policy reforms targeted at enhancing systemic capacity create more legal protection in promoting wealth creation opportunities including the right to property and employment.

43. **Promising strategies for citizen empowerment**
In general, awareness-raising is a central strategy for mobilizing citizens. Strategies that can be pursued include the following:

- Creating awareness of the vision for transformation in public institutions.
- Documenting and showcasing evidence of commendable practices, good service and standards.
- Identifying key champions (including women and the youth).
- Promotion of a shared 'culture of change' with more active citizen and community engagement.
- Creation of appropriate legislation to guarantee access to information.
- Promoting a culture of citizen satisfaction surveys and linking the results to performance management i.e. service charters.
- Developing objective service models and criteria for accountability without political interference.
- Strengthening and reforming local and national level institutions to foster access to justice by all citizens, particularly the poor.

46. The brain drain in Africa has benefited many countries outside the Continent. A pertinent policy question is why are African experts leaving, and what can be done to turn the 'brain drain' into a 'brain gain'. The challenge is how to better mobilize and deploy African human resources through regional integration efforts. Central to this cornerstone is the importance of developing capacities for robust domestic resource mobilization.

47. **The key components of this priority area include:**

- a. Mobilization, diversification and efficient utilization of own resources for envisaged growth.
- b. Incentives, rewards and management systems that effectively attract, utilize and retain African skills and resources.
- c. Concerted effort and planning for human resources development in particular technical and implementation capacity.
- d. Harnessing and utilization of existing capabilities, especially underutilized potential of youth, women and Africans in the Diaspora.
- e. Structured exchange of capacities at national, regional and continental levels for knowledge exchange and cross learning.
- f. Conducive investment climate to attract the requisite skills, knowledge (technical know-how) and financial resources for growth and development.

48. The objective is to support African countries to prioritize the mobilization and effective utilization of local human, financial, institutional, knowledge-based and technical resources in order to reduce dependence on donors. By putting in place systems and processes to secure these various resources, retain and deploy skills, enabling conditions are created with the potential to halt the loss of highly qualified African skills.

49. **Interventions in this cornerstone aim at fostering:**

- I Mobilization of countries' own resources: Transformative capacities are integral to the successful pursuit of an African-owned development agenda that is largely predicated on the Continent's financial and technical resources. African countries are successfully expanding development finance sources leading to increased public revenues, thereby reducing Aid dependency.
- II Investment climate conducive to Africans investing in the Continent: An enabling legal and policy environment which guarantees asset security is essential to building investment systems and processes that attract both domestic and foreign investors, including Africans in the Diaspora.

- III Efficient utilization of financial resources: Workable and sustainable strategies, as well as, policy-measures are required to reduce inefficiencies, particularly in the public sector, for impactful re-distribution of resources to more productive areas for the growth of the real economy.
- IV Incentives and reward systems to harness African potential: Retaining and re-gaining talent and well-qualified Africans should be encouraged through attractive and equitable incentives and management systems to promote professional growth and help to reverse the brain drain. This should embrace building, nurturing, harnessing, and effectively utilizing African capacities.
- V Integrated planning for technical capacities: Technical training and expertise should be linked to national development priorities. Skills fit and improvement can only be effective with availability of the requisite facilities and infrastructure and space for application.
- VI Harnessing existing capacities including youth and gender: Special programmes are necessary to mobilize under-utilized potential especially of the often marginalized women and youth. Developing technical and entrepreneurial talent in addition to conventional academic qualifications, along with flexible and adaptive systems, will better serve national and regional development needs.
- VII Promoting institutionalized learning: A systematic mapping and harnessing of African expertise including knowledge sharing to better address short-term capacity requirements between countries and sub-regions is fundamental. Building and nurturing specialized expertise and institutions will enhance delivery of regional and national public goods. Pooling of resources is a key requirement for sustainable capacity development efforts.

Promising strategies for harnessing endogenous potentials

- a. Reform processes that effectively organize and stimulate investment for increased shared growth, job and revenue creation;
- b. Review of business processes to eliminate inefficiencies for effective resource utilization;
- c. Involvement of citizens in service provision – shared values and responsibilities;
- d. Leadership and management transformation for nurturing human resources and the related incentive programs for high performers;
- e. Strategic planning systems for human resources development with career paths for both technical and managerial lines;
- f. Nurturing future leaders through apprenticeship and leadership development programs for young professionals;
- g. Systematic mapping of capacities and development of knowledge and lesson sharing mechanisms.

CORNERSTONE 4: Evidence-Based Knowledge and Innovation



“...If information and knowledge are central to democracy, they are the conditions for development.”

– Kofi Annan, World Bank Conference on Global Knowledge, 1993.

50. Evidence-based knowledge and innovation are critical for national development in Africa towards sustaining the renewal momentum. Central to this is the necessity to institutionalize the use of knowledge for innovation through informed policy and decision-making processes. Increased investment in research, science and technology will provide ample opportunities for Africa to generate, synthesize, harness, and utilize knowledge as a means of addressing development challenges. This will help scale up the practice of learning for development effectiveness as a capacity development tool.

KEY OBJECTIVES AND COMPONENTS

AIM: Evidence-based innovation to enhance decision-making and encourage increased investment in knowledge, focusing particularly on policy, science and technology institutions for change and promoting the knowledge-to-policy linkages for improved results.

51. Decision-making processes at different levels in many African institutions require adequate and systematic knowledge and analysis inputs, instead of primary reliance on political and power considerations. This will advance the effectiveness and performance of institutions and individuals by correcting poor management and knowledge generation related issues. These challenges require urgent attention for Africans to innovate and improve development practice.

52. Most of the knowledge sources on African development are not owned by Africans – the outside world is better informed about the Continent than Africans themselves. A range of knowledge resources exist in Africa, but these are often fragmented and inaccessible. The thrust of this cornerstone is to create and strengthen knowledge and information networks to such a level that these can deliver ‘intelligence’ on trends and facts in Africa’s development.

53. For Africa to be globally competitive, due recognition should be given to increased investment in education and institutions of higher learning, research, and science and technology as a prerequisite. Requisite capacities are essential if these institutions are to generate knowledge that is usable and relevant in addressing Africa’s development challenges.

54. **The key components of this priority area include:**

- a. Innovation as a driver for renewal and enhancement of the productivity of people, organization, and the economy;
- b. Access and application of appropriate knowledge, information and technologies to support the implementation of key national and regional development programmes;
- c. Effective management, communication and exchange of knowledge appropriate to Africa’s context;
- d. Transformation of knowledge and development institutions in addressing existing and emerging challenges;
- e. Developing appropriate outreach and coordination capacities for key actors to support networks fostering knowledge exchange and mutual learning;
- f. Continuous learning and feedback in applying knowledge for innovation in development.

African policy and decision-making processes need to be informed by up to date knowledge base for sustainable and result-oriented outcomes. In essence, knowledge, innovation and learning should be the key drivers for Africa’s development.

Specifically, interventions in this cornerstone will promote:

- I **Access to appropriate knowledge and information to support Africa’s development efforts.** Gains in ICT connectivity will facilitate improved access to indigenous and international knowledge sources for applicability to policy design, implementation and monitoring and evaluation. Such advanced access will deepen outreach capacities for better exchanges and learning by African communities of practice and global counterparts.



II Effective management and communication of knowledge appropriate to Africa's development. Knowledge-sharing platforms are a crucial element for success in solving problems, reducing inefficiencies, and enhancing capacity. Thus, the management of knowledge systems in support of learning, including communication at the institutional level, requires harnessing and nurturing. The development of a learning culture lies at the heart of this objective.

III Innovation as driving force for inclusive economic renewal. Sub-optimal use of technology accounts for low performance and inadequate capacity in both public and private sector organizations. To eliminate inefficiencies and maximise on the potential of new technologies business processes require thorough analysis towards more dynamism and effectiveness for impact. Information technology is one major innovation offering huge potential to renew management and business systems. In addition, the development, use and adaptation of global innovations to the African development context will support the drive for positive change. Centers of innovation must be effective in strengthening evidence, policy and practice linkages.

IV Transformation of knowledge and scientific institutions for relevance in addressing African development challenges. Often, knowledge and scientific institutions in Africa are rather academically oriented and isolated from policy-making processes. In actualizing Africa's inclusive growth agenda, these institutions should contextualize evolving and best available knowledge to address specific needs. Further, knowledge products require packaging in easily digestible and usable formats for both science and non-scientific communities specifically for policy-decision support and innovation.

V Continuous learning and feedback as basis for effective knowledge-driven processes. While qualifications gained through training and education are important, they are often limited in their contribution to making professional processes fully functional. A culture of continuous self-learning among individuals and institutions should be cultivated to continuously improve performance through peer learning, team-based coaching, and mentoring. Effective communication and feedback from implementation level propels constant monitoring and evaluation of progress and for improved outcomes. This is in contrast to the prevailing situation wherein reporting has been increasingly alienated from reality. Monitoring and evaluation, including feedback across and within all levels, are central for learning and reducing the delay in the system's response to issues needing improvement. Three hundred and sixty degree feedback, platforms for exchange and learning, as well as, functional knowledge management systems form a firm basis for continuous improvement. This will enhance performance and results across spheres, and support the de-politicizing of essential development processes.

Promising strategies for Knowledge-based Innovation

- Strengthening knowledge and information networks for exchange and joint programming across sectors for better economies of scale.
- Developing knowledge management systems within and across organizations.
- Rethinking and renewing business processes and systems for efficiency.
- Reorientation of knowledge and scientific organizations towards more holistic and integrated approaches to science and technology, including policy formulation, research and development.
- Developing a learning, sharing and feedback culture in African institutions.
- Rethinking the interface between research and practice for integrated assessments in development, allowing for an institutional reconfiguring of the rules of engagement.



Figure 4



CORNERSTONE 5: Capacity of Capacity Developers

“ Capacity developers –

the trainer and “teacher... is not giving to another something which he possesses. He is helping the learner to develop his own potential and his own capacity”

– Julius Mwalimu Nyerere, 1978.

55. Effective and multi-skilled capacity developers and institutions are necessary in driving a progressive CD agenda. Capacity developers support a chain leading to the development of sustained capacity in the delivery of sector and thematic programmes. The strengthening of capacity developers is largely dependent on the efficiency of primary organizations in education, training, management and research. This systemic long term perspective ensures transformative capacity in promoting adaption, growth and innovation. Performance-enhancing CD institutions will provide space for reorientation, retraining and repositioning of capacity developers.

KEY OBJECTIVES AND COMPONENTS

AIM: The capacity to deliver sustainable outcomes and adapt to emerging issues can only result from requisite and complementary capacities of policy makers, multi-stakeholders and the knowledge sector to deliver effectively and collectively. This goes beyond training and demands organizational restructuring and reform, strengthening of management systems; broadening of the space for managers to manage; and helping sectors to improve incentives for performance.

56. It is assumed that the institutions currently spearheading capacity development in Africa have sufficient capacity themselves to effectively deliver. Experience on the ground shows that very often these institutions are stretched both in terms of human and financial resources and in some cases, their management approach and skills require upgrading to meet the new challenges in Africa's development.

57. In many cases, institutions of higher learning or professional training follow a conventional 'capacity building' approach where basic technical skills are taught in the didactic mode. The curricula taught and skills imparted are often mismatched with development realities. These institutions have been unable to adapt and re-engineer approaches and are still based on original mandates that are decades old.

58. The main objective of the CDSF is to develop robust capacity development institutions adaptive to immediate and global environments in adequately responding to emerging demands. The challenge is to systematically transform 'capacity builders' into 'capacity developers', to readily develop and deliver a pool of dynamic and entrepreneurial Africans in all spheres of society. This is applicable across the board including regional and international institutions working in the sphere of capacity development and currently using conventional approaches to technical assistance.

59. **The key components of this priority area include:**

- a. Integrated approach to CD practice encompassing building, nurturing, harnessing, re-orienting, deployment and retaining capacities focusing on the individual, institution and enabling environment.
- b. Performance-enhancing learning as a valuable mechanism in CD institutions.
- c. Developing requisite capacities through alignment of qualification programs to new realities and Africa's transformation needs.
- d. Strengthening the capacity of those tasked with developing the capacity of others.
- e. Organizational reforms and collective action of CD institutions to provide the required specialist knowledge in training and skills development.
- f. A strong focus on soft skills particularly, strategic leadership and management competencies essential to the new African agenda.
- g. Creation of African CD expert pools and multi-sectoral integrated Communities of Practitioners to facilitate experience sharing, lesson learning, and peer support on commendable practices.
- h. Peer learning programmes for capacity developers as a complement to traditional technical cooperation based on the use of African resources in enhancing existing local capacity rather than substituting it.

60. Overall, progressive institutions can potentially align to the new requirements of a highly dynamic environment in spearheading the repositioning of capacity development in Africa. Specifically, this cornerstone fosters change in the domain of basic training as one of the elements of capacity development.



SPECIFICALLY, INTERVENTIONS IN THIS CORNERSTONE WILL PROMOTE:

(A) Basic training and capacity development

- I **Alignment of capacity development and** qualification programs to new realities and Africa's **transformation needs**. In responding to Africa's development vision, curriculum development should be based on performance review of past graduates (products). A close relationship between the nature of capacity development institutions and the capabilities required to address current development constraints should inform continuous reforms. Effective monitoring and evaluation has the potential to match emerging capacity development programs with new realities.
- II **Reinforcing the capacity of capacity developers**. A standard profile of capacity developers requires reorientation with a level of necessary retooling in responding to public and private sector imperatives. An enabling environment will foster a new generation of capacity development actors towards retention and brain gain into the Continent's tertiary institutions. A results-based education and learning approach as part of an integrated capacity development strategy will transform conventional input-based training models.
- III **Organizational reforms and collective action towards specialist knowledge in training, teaching, and learning**. The degree of specialization particularly in institutions of higher learning should be prioritized in order to effectively utilize human and financial resources. Centers of specialization will offer exchange arrangements among institutions with the objective of providing the required quality of education and sustainability.

(B) Developing on-the-job competence

- IV **Strong focus on strategic managerial skills in the context of the new African agenda**. Social competence to manage people, display inspirational leadership, and implement change management and organizational development are central to performance enhancement. Capacity development institutions need to embrace these elements.
- V **Networks of practitioners to facilitate experience sharing, lesson learning and peer support**. Nurturing networks and creating champions for outreach and change should be integral to successful competence development approaches.
- VI **Technical assistance in support of local capacity utilization and value-add**. New forms of technical assistance particularly from emerging Southern partners need to be developed to support capacity improvements and the consequent utilization of African resources. These should serve to reinforce and not undermine or substitute the efforts and agendas of national and regional institutions.

Promising strategies to enhance the effectiveness of capacity developers

- a. Accountability of capacity developers to beneficiaries through feedback and client assessments.
- b. Closing the circle by bringing practitioners into capacity development institutions, drawing on policy and practice to enrich the curriculum.
- c. Designing vision and profile-based curricula for results, validated through regular performance assessments.
- d. Enabling competition among national and regional capacity development institutions through standard comparative assessment of performance and results.
- e. Promoting peer learning and action networks among capacity development institutions.
- f. Creating centers of specialization to pool resources and ensure quality of service especially cutting-edge standards.
- g. Establishing performance frameworks for capacity development institutions.





CORNERSTONE 6: Integrated Planning and Implementation for Results

“...formulating, implementing and monitoring long-term development plans... [is] essential if [African] countries are to enter paths of high, sustainable and employment-friendly growth.”

– Economic Report on Africa, 2010.

61. Integration and coordination in the planning and implementation of development programs and projects is necessary to overcome policy blockages. Primarily, integrated planning underlines the maximization of political and socio-economic benefits resulting from shared processes. This facilitates the better management of human, institutional and financial resources thereby promoting synergies for greater impact. Integrated planning enables the full participation of stakeholders in both public and private sectors with an essential focus on improving operational capacity across sectors and levels. It offers the platform to support performance drivers, impact and interdependencies while leveraging institutional information assets and optimizing knowledge generation and exchanges for continuous improvement. The end result being enhanced strategic and operational planning and effective resource mobilization in development practice.

62. Integrated planning requires forging creative and results-based partnerships among Africans and the global community allowing actors to operate pragmatically within political, economic and institutional contexts to improve organizational alignment and efficiency. The inter-sectoral and multi-level connections work to leverage important resources for meaningful and linked outcomes by identifying quick and concrete wins to strengthen the momentum for change.

KEY OBJECTIVES AND COMPONENTS

AIM: An intelligent mix of integrated and coordinated approaches for planning and implementation of development programs/projects within and across levels aligned to key sustainability principles to advance development effectiveness.

63. A key challenge facing development in Africa is that of the multiplicity of institutions whose functions and responsibilities overlap. Very often, institutions across related levels have limited functional linkages and unity of purpose, with weak accountability mechanisms to ensure the fulfillment of missions and mandates. Generally, conventional coordination efforts have not been very successful due to prevalent disconnections among individual institutions.

64. It is, therefore, vital to move towards integration of efforts around certain key outcome and result areas for collective and linked actions. To achieve this objective, effective coordination and alignment mechanisms are required, for a more integrated approach to addressing challenges, and ensuring synergy among key development institutions. This forms part of the foundation of a developmental state in efficiently guiding socio-economic development through strategic, organizational and technical capacity.

65. **The key components of this priority area include:**

- a. Integration and coordination through a holistic approach addressing 'system failure' and blockages for desired change;
- b. Coordinated and integrated planning by public and private institutions across sectoral and thematic boundaries;
- c. Continuous monitoring and evaluation of performance of development institutions through accountability systems embracing parliaments and non-state actors;
- d. Resource allocation and performance systems fostering integration, coordination and interdependency;
- e. Sustained commitment of leaders and actors in the set up, operationalization and growth of development initiatives and institutions;
- f. Integrated sector development in learning for adaptive and tailored approaches resulting in increased demand-side response and oversight.

66. **Ideally, a coherent, results-driven agenda of committed public and private institutions integrates and coordinates different contributions in a synergistic way. Specific aspects of this cornerstone are as follows:**

- I **Integration and coordination through systemic approaches in addressing 'system failure' and systemic blockages.** This should inform the integration and coordination of major development players to promote effective performance of the whole system vis-à-vis an agreed common purpose. Central to this is the delineation of roles and responsibilities between institutions and levels to better inform partnership building for concerted efforts.

- II Coordinated and integrated planning of public sector institutions, especially government ministries across sectoral boundaries.** Ministerial boundaries should be defined in a manner conducive to addressing actual needs and thereby capitalizing on interdependencies.
- III A system of results and impact accountability in driving integration.** Development institutions are often attuned to accounting to higher levels but have no institutionalized and linked accountability mechanisms for downstream impact and results. Such a system will inform better planning and design of appropriate coordination mechanisms which empowers end-users to hold service delivery agents accountable for outcomes.
- IV Continuous monitoring and assessment of the performance and impact of development institutions vis-à-vis stated goals.** The monitoring and evaluation function requires internal self-assessment in institutionalizing learning, and an external monitoring dimension for accountability.
- V Intensive feedback and communication between the vertical and horizontal levels.** Managing the feedback loops between levels is central to bringing out the 'missing links' in making the system work better. Well-designed feedback loops enable rapid interaction among actors for continuous improvement. In this regard, inter and intra level communication serves as the backbone for effectiveness and efficiency.
- VI Resource allocation and performance systems to facilitate greater integration and interdependency.** Designing and developing viable systems that underscore the intrinsic connection between resource allocation, usage and results through, for instance, SMART performance criteria.
- VII Leadership commitment to adaptability for institutional viability and excellence.** The optimal use of available resources and the effective functioning of organizations require adaptability mechanisms. For institutional excellence, such mechanisms will deal with quality of institutional performance and accountability. Accordingly, the re-engineering of existing systems within organizations will reorient capacities to meet the emerging challenges and mandates. A committed and visionary leadership is central to instituting adaptable and functionally linked organizations for development effectiveness.

Promising strategies to achieve sustainable development results

- a. Accountability: downstream and upstream for results;
- b. Performance assessments of development organizations by stakeholders, through coordination platforms based on monitoring and evaluation (M&E) outcomes and effective peer reviews.
- c. Participatory engagement processes for in-depth review of systemic issues and performance in support of integrated planning and implementation.
- d. Development of linked multi-sectoral planning and budgeting systems based on desired results.

CDSF APPLICATION - INTERLINKAGES OF THE CORNERSTONES

67. The six cornerstones of the CDSF are integrally linked and interdependent. As a result, interconnections are essential and should be visible in CDSF-based interventions, reflecting the integrative nature of capacity development. The cornerstones highlight specific capacity development priorities for Africa and are levers of change.

68. The CDSF is fundamental to guiding the implementation of capacity development in Africa focusing on enhancing national and regional capacities for better policy design, alignment and performance. As a framework, its main function is to serve as a priority setting policy and diagnostic instrument for assessing capacity issues towards structured CD planning and integrated interventions for sustained development outcomes.

69. Specifically, the Strategic Framework is:

- I** An instrument to guide the effective design and development of sectoral, national, regional and institutional strategies and programs. A result of this objective is the facilitation of capacity development and change processes particularly targeting country level development and reforms;
- II** A guiding approach for harmonized and aligned implementation of capacity programmes and priority actions towards better deployment of existing capacity assets and further development of requisite capacities;
- III** A tool to elaborate and support governance and public sector reforms in countries.
- IV** A policy tool for monitoring and evaluating ongoing programs and projects for integrated CD outcomes and results from a common approach;
- V** A knowledge instrument to organize, coordinate, harness and manage CD exchanges for improved learning and experience sharing among institutions and networks towards informed practice;
- VI** A platform to promote common understanding and vision among diverse range of African stakeholders and development partners involved in capacity development. Shared perspectives among stakeholders advance and sustain successful change;
- VII** Basis for monitoring and evaluating capacity development interventions for learning and continuous improvement.

70. Furthermore, this AU framework advances country ownership of capacity enhancement efforts as the country level is the epicenter of development. Importantly, capacity provides the basis for making relevant and effective development policy decisions. Appropriate measures are required to ensure relevant approaches at the country level for better deployment of existing capacity assets and development of requisite capabilities. The CDSF serves as a coordinating policy towards building and strengthening networks and communities of expertise which rely and are sustained through outreach capacities.

71. The value-addition of the CDSF at the sector level lies in its potential to address capacity development within the mainstream of sector development. This requires integrating CD into sector operations thereby addressing systemic constraints. Most development resources are budgeted, planned and delivered at the sector level. Therefore, at a thematic and sector level, CD efforts can provide an important entry point at the planning and coordination level, thus offering vital leverage in terms of setting an integrated framework for capacity development and the implementation of development programmes at country, regional and continental level, including NEPAD.

72. Stakeholders engagement lies at the core of ensuring country and sector ownership as well as leadership in capacity development efforts. The capacity for effective participation by stakeholders who are the change agents is critical for sustainability and hence a primary capacity development challenge.

73. In facilitating change through results-oriented capacity development, it is useful to engage key stakeholders for their full participation. The normal policy or programme cycles followed by most governments and organizations provides a basis for securing stakeholder ownership through engagement. They would typically include a cyclical process that helps to assess change readiness along with opportunities and constraints within the existing contexts. The following elements are in engaging for action and change:

It is useful to think about what to do in relation to the normal policy or programme cycles followed by most governments and organizations. They would typically include a cyclical process with the following elements:

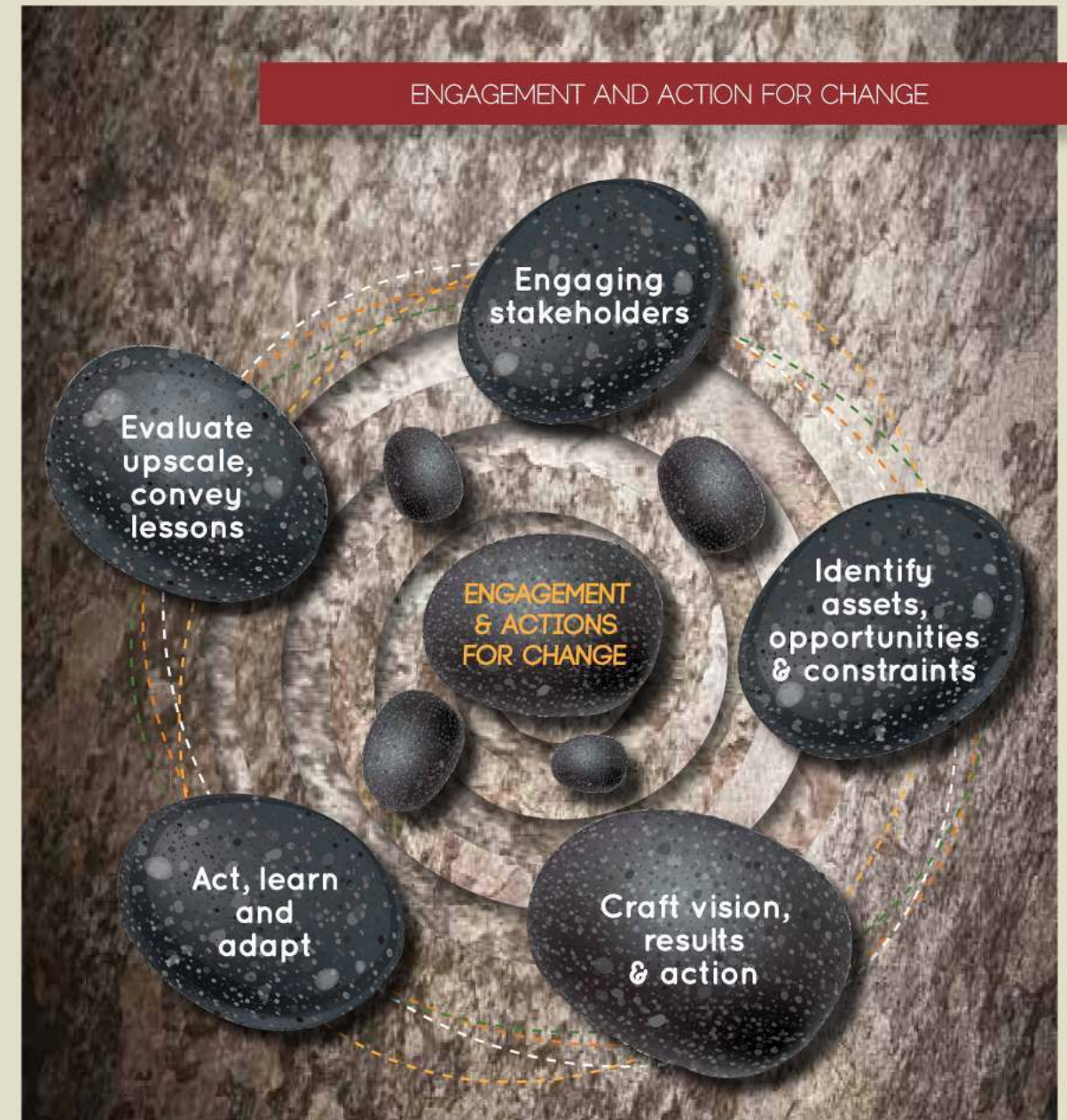


Figure 5



Figure 6

CDSF and capacity development in practice

74. In contrasting the CDSF key principles and characteristics with conventional frame of capacity building, a number of differences emerge between the two approaches.

TABLE 2 CHARACTERISTICS OF TWO CAPACITY DEVELOPMENT APPROACHES

Levels	Conventional approach to capacity building	Integrated approach to capacity development
INDIVIDUAL LEVEL	Predominant technical skills.	Emphasis on performance and competence along with multi-skill sets. Focus on leadership, responsibility, and accountability for results and success.
	Training needs assessment as basis for capacity building – often more symptom-based than problem-focused.	Analysis of performance hindrances within the job environment (deliverables, work processes and rules and regulations, personal competence required for effective execution of tasks, reward systems etc. Performance management-based). Performance enhancement within the context of systemic capacities.
	Training as a response to capacity building.	Development of performance-driven competence, including attitudes and motivation. Peer and team-based coaching and mentoring on the job through a joint learning process in teams. Training as an input to on-going learning processes. Training, skills reorientation and harnessing of existing capacities.
	Monetary incentives seen as key driver to performance.	Performance management driven by transformed leadership at both policy-making and technical levels. Focus on other motivators like personal growth opportunities, effective management support, work environment and space for innovation.

Levels	Conventional approach to capacity building	Integrated approach to capacity development
INSTITUTIONAL LEVEL	Entrenching loyalty through job security.	Job security through performance. Accountability for the desired success of the organization.
	Reward of seniority and compliance rather than performance and creativity.	Reward for performance, leadership, creativity, innovation, dedication and commitment.
	Input-oriented approach focusing on increased staff establishments and seeking more resources.	Output- and result-driven process for renewal and reorganization and simplification of processes. Improving the performance of existing staff and leadership aligned with overall corporate goals.
	Focus on mandates.	Functional approach to mandates, roles and responsibilities of institutions for linkages and systematic reviews for better delivery.
	Coordination oriented.	Primacy of integration of functions towards greater coordination.
	Strengthening of systems, particularly finance and human resources.	In-depth analysis of functions and rationalization of systems before strengthening. Optimizing system performance rather than expansion. Alternative options for delivery of services.
	Focus on structure as the main notion of institutional reform.	Due attention to behavior, competence, values and performance of staff and leadership. Organic development of structure through self-driven analysis and owned processes rather than restructuring per se.
	Establishing new institutions when challenges are not adequately addressed within existing organizations.	Primacy of addressing non-performance of existing institutions, including leadership. Innovatively reorienting organizational mandates and functions in line with real demands. Re-orientating existing skills to align to emerging mandates and contexts. Developing institutions using integral change management processes.

Levels	Conventional approach to capacity building	Integrated approach to capacity development
SYSTEM LEVEL	Often crisis-driven and ad hoc capacity building interventions.	Long-term efforts based on critical analysis of capacity requirements with solid M&E base.
	Identification of "gaps" and "deficiencies" as basis for capacity interventions with attention to "lack of capacity".	Core focus on growth opportunities in placing "gaps" and "deficiencies" within broader context institutional development for excellence, effective delivery and results. Starting point is short, medium or long term "strategic plans" and vision in determining requisite capacities. For dynamism, need for constant performance improvement as hallmark of excellence-seeking organizations and entities.
	Focus on policy development and reform.	Advancing policy implementation and impact, as well as resulting performance of the system in policy development and reform. Policy development as a result of learning from implementation and design.
	Analysis of inputs and outputs in a linear way.	Systemic analysis of challenges in terms of institutions and related processes, structures, regulations, resources, people's competence and motivation.
	Real issues dealt with under "assumptions".	In the behavioral context, institutional operation is shaped by policies, environment, institutional arrangements and functions.
	Simple solutions to complex problems based on superficial analysis.	Systemic analysis of change triggers which have the potential to unleash a range of other changes, based on analytical in-depth knowledge of the system.
	System policies and regulations seen as a control measure to improve performance.	Enabling and motivating approach, rather than control as factors in organizing the system to perform better. This includes leadership transformative .
	Monitoring and evaluation mainly at the end of processes and delegated to other authorities – long delays in the system.	Monitoring and evaluation are totally integrated in the design of all stages in the change process led by change drivers. Fast learning loops help to steer the change process.

Levels	Conventional approach to capacity building	Integrated approach to capacity development
ACROSS THE LEVELS	Communication mainly top down, resulting in information gaps and often resistance to change.	Communication is a backbone to performance and is a collective responsibility entailing a new culture with limited space to justify ignorance with i.e. 'I was not informed'.
	External reviews and solutions led by external actors and agencies.	Critical self-review and acceptance of failures and systemic weaknesses which drive the search for own solutions increasing performance and self-transformation. Responsibility for weaknesses and ownership in seeking of solutions. Utilizing competent and transformed African expertise and home-grown solutions.
	Largely individual and issue-specific capacity building interventions.	Learning and adapting by the whole system, not just a few individuals in certain departments.
	Capacity building is carried out by institutions which themselves have not transformed.	Critical analysis of capacity development institutions' own capabilities to develop relevant and robust capacities through a transformed cadre of staff and leaders.

3 UTILIZING THE CDSF FOR CHANGE AND DEVELOPMENT EFFECTIVENESS - MAKING IT HAPPEN

75. In essence, the CDSF represents a holistic and comprehensive approach to addressing capacity challenges in Africa. The Africa-wide CD framework was developed in response to the call by African leaders for the urgent promotion and implementation of Africa's priority programs and projects through Member States and RECs. The CDSF reflects a change agenda, hence the need for it to be internalized and integrated into country, regional and continental level structures and processes for ownership and leadership.

76. The Framework provides the basis for making development cooperation more effective in Africa through development partners aligning their CD interventions with the six cornerstones. Due to its transformative nature, the CD framework requires championship by a range of stakeholders, state and non-state actors.

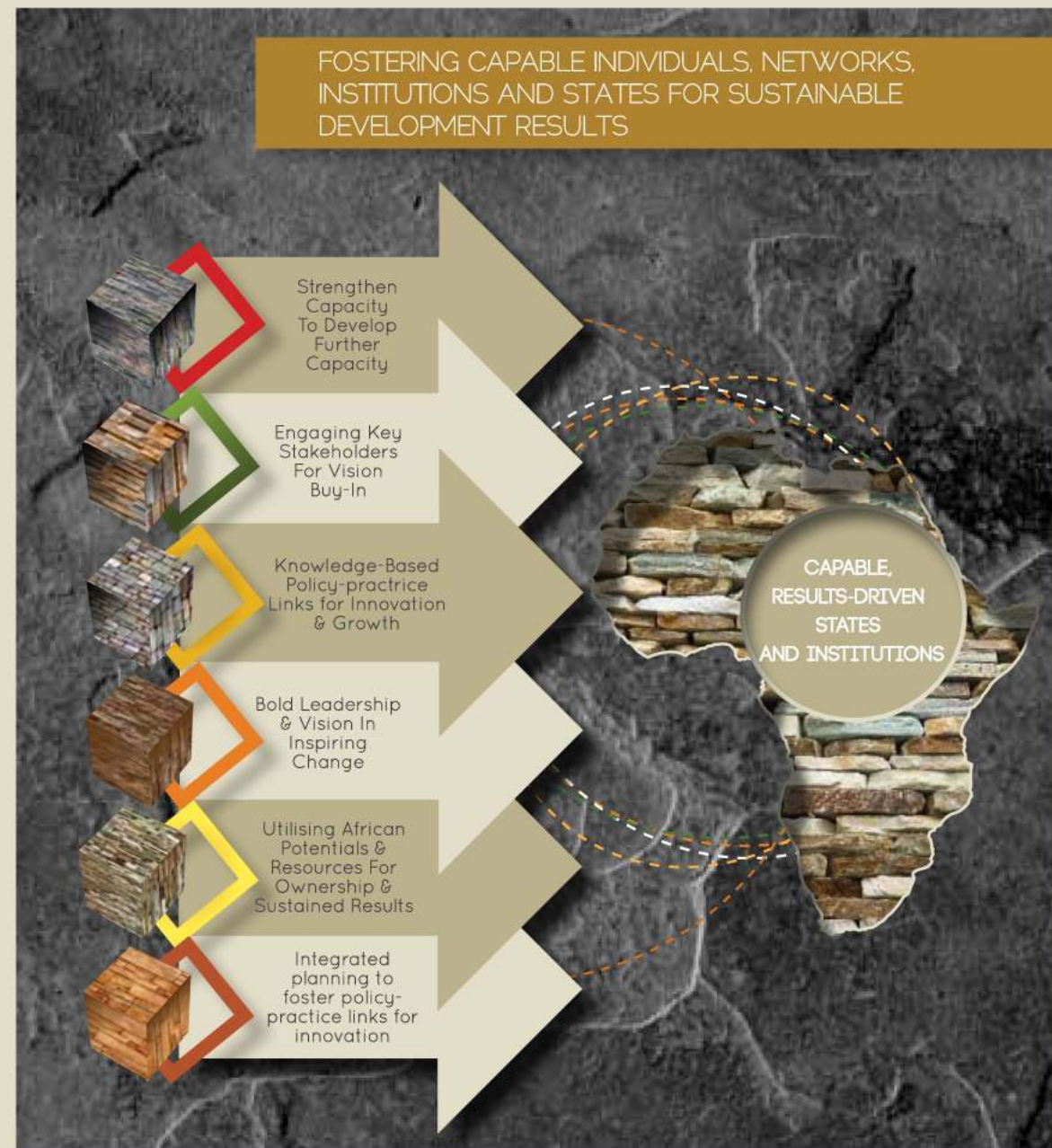


Figure 7

PRINCIPLES OF ENGAGEMENT

77. **Three basic forms of engagement – communication, consultation, and collaboration** for coherence, will guide and facilitate the implementation of the CDSF. These principles of engagement are aimed at creating awareness, commitment and inclusiveness for ownership. Innovative cross-sector and inter-agency collaboration will spur the Continent towards the realization of the transformative power of partnership which lies at the core of NEPAD as the flagship development programme of the African Union.

78. **In practice, the winning strategy to bring about the desired change is to engage at three critical and interconnected levels**, in the context of the engagement principles: continental, sub-regional and national levels, along institutional and sector lines. While these will be crucial, it is important that non-governmental actors, like community based organizations and the private sector, directly drive the implementation of the CDSF cornerstones for CD outcomes. The key issues relating to the engagement include:

79. **Coordination and Facilitation** – The role of NEPAD in implementing the CDSF is to ensure integration of CD in development processes across the Continent by means of policy advocacy, knowledge collection and dissemination, brokering partnerships, mobilization of resources and expertise and through quality assurance. In so doing, the CDSF offers benchmarks and overall strategic direction through regular interface and engagement with implementing agencies at national, regional and continental levels. The Framework seeks to achieve rationalization and alignment of efforts directed at developing capacities on the Continent for quality assurance, monitoring and evaluation. The CDSF will therefore serve as a framework around which both internal and external partner support can be mobilized.

80. **Ownership and demand-led approaches** are central for sustainable programme and policy development. Stakeholders can draw upon the CDSF to support the implementation of endogenous CD initiatives and processes. Investing in outreach capacities are essential to promote this change agenda.

81. **Long-term flexible Process and results focus** – CDSF recognizes the long-term and complex nature of capacity development work in a changing African context. It corresponds with the necessary tools designed to support change readiness and management initiatives over the medium to long term through flexible arrangements. Likewise, the CDSF provides the benchmark for a results framework that can facilitate monitoring and reporting to stakeholders and funders, as well as, encouraging mutual accountability. To this effect, the CDSF aims to support the development of appropriate indicators and tools to monitor capacity development in Africa.



82. **Learning and Dissemination** – While offering the policy space to draw lessons and experiences, the CDSF is a perfect tool to guide the evolution of the repository of CD commendable practice for active dissemination to stakeholders through coordinating mechanisms such as the Africa Platform on Development Effectiveness (APDev). To this end, CDSF-supported programmes will include explicit learning components and the need to harness, connect and partner with existing CD knowledge management initiatives to enable access to and distribution of shared knowledge resources. Through CDSF prism, role actors in the CD field, especially development policy-making institutions and implementing agencies (public and private), and partners will be connected through continuous learning and reform systems.

83. **Strategic and Selective Interventions** – NEPAD as the key framework and programme for Africa's development will work strategically to prioritize interventions that add value, complement and enhance capacity development efforts of all actors and stakeholders at national, regional, continental, and global levels. Central to this, is the strengthening of African institutions including the NEPAD Agency's internal capacity for effective delivery. Additionally, CDSF-based work will be delivered through domestic and external partnerships and networks to leverage available technical, knowledge and financial resources.

84. **Monitoring and Evaluation** – Through interface and engagement with strategic institutions in Africa, the CDSF will be utilized to catalyze a process of establishing a results-oriented monitoring and evaluation framework for learning. With common indicators and targets based on the six cornerstones, the CD Framework is a sound basis for M&E.

4 CDSF IMPLEMENTATION AND THE AU-NEPAD AGENDA

“ State building is a critical aspect of conditions for development. The state has a major role to play in promoting economic growth and development. . . However, the reality is that many governments lack that capacity to fulfill this role. It is for this reason that targeted capacity-building should be given high priority ”
– NEPAD, 2001, para 86 and 87

NATIONAL CAPACITIES FOR DEVELOPMENT

85. Capacity development is a top priority of the African Union. The successful implementation of AU goals and its NEPAD programme is premised on enhanced capacity for result-oriented outcomes. It is in this regard that the transformative CD agenda as articulated in the CDSF aims to guarantee a systematic approach to linking development processes and actions at all levels. To achieve this, both political and technical buy-in at the country level is essential.
86. The CDSF provides a mechanism for convening, coordinating, monitoring, and evaluating CD interventions and approaches in Africa. It also grants the basis for collective action among various actors and institutions.
87. Externally, the CDSF represents a platform for Africa’s engagement in the quest for voice and participation in the global cooperation system. Accordingly, the Framework offers guidance in building equal, strong and sustainable partnerships for the implementation of CD initiatives and programmes in Africa. Hence, through the AU and its NEPAD Programme, Africa will stimulate a veritable paradigm shift in the organization of the Continent’s interaction with Northern and Southern partners.
88. The country level is the epicenter of capacity development efforts. Harmonization and alignment with regional and Continental strategies takes place in the country space. Importantly, capacity provides the basis for making relevant and effective development policy choices. This entails appropriate deployment of existing assets and harnessing of requisite capacities for inclusive and broad based development impact.

89. Integrating the CDSF into national development plans will support the mainstreaming of capacity development into national sector planning, budgeting and implementation processes. This Framework serves as a lens through which countries can perform self-assessments of related needs in addressing capacity constraints.

90. Capacity development is germane in properly grounding governance reforms at the country level. For instance, the CDSF adds value to the African Peer Review Mechanism (APRM) by assisting countries to comprehensively analyze and address capacity-related challenges in implementing National Programs of Action (NPOAs). The CDSF is therefore a vehicle towards the effective implementation of the APRM agenda of promoting good governance in Africa. National reform processes offer an opportunity to concretely the mainstream the six cornerstones of the CDSF. This will support integrating CD priorities from planning to implementation.

91. In advancing post-conflict, reconstruction and development, state building and institutional strengthening are core elements as underlined in this CD strategy. This implies the urgent need to harness, strengthen, and build necessary individual and institutional competencies, as well as, the enabling environments to move from fragility to stability. Often, the challenges that face such states are multi-faceted and complex, requiring a sound mix of policies based on universally shared values and multiple skill sets. This is driven by the need to institutionalize dynamic management systems and tools to support sound recovery, development, and durable peace for resilience and adaptability.

92. Inevitably, transformative leadership becomes central. Therefore, CDSF-based interventions have the potential to help achieve development objectives in post-conflict reconstruction and fragile contexts in general. Overall, in such contexts, a clear articulation of institutional and human resource development should feed into the formation of integrated capacity development strategies for sustainability and results-based performance.

EFFECTIVE REGIONAL AND CONTINENTAL INSTITUTIONS

“ The NEPAD will give priority to capacity-building in order to enhance the effectiveness of existing regional structure and the rationalization of regional organizations. ”
– NEPAD, 2001, para 96

93. Regional institutions, particularly the Regional Economic Communities (RECs) play a significant role, as building blocks for Africa’s integration. To this end, the requisite endogenous human and institutional capacity is critical for the effective implementation of regional priority programmes and projects. The regional pooling of expertise, knowledge and financial resources provide substantial bargaining power essential in reshaping the global economic architecture for a people-centred development.

ENGAGEMENT WITH DEVELOPMENT PARTNERS AND FOUNDATIONS

“As practice, NEPAD “seeks to build on...as well as reflect on the lessons learned through painful experience, so as to establish a partnership that is both credible and capable of implementation.”
– NEPAD, 2001, Para 27

94. Engagement with development partners and private foundations on CDSF implementation will serve two critical purposes: a) to mobilize resources; and b) to influence capacity development frameworks and agendas for alignment with African CD needs and priorities. The two objectives are intertwined, as success in the second will also assist in redirecting resources toward programmes/projects framed around key CDSF principles and cornerstones.

NECESSARY CONDITIONS FOR IMPLEMENTATION

95. **Successful implementation of this Framework requires full participation of stakeholders for ownership, inclusivity and sustainability. The following are some specific essential conditions and key focus areas for accelerated implementation:**
- Country readiness in facilitating the application of CDSF through experience-sharing;
 - Linking with existing capacity development initiatives at country and regional levels;
 - Harnessing evidence and learning from CDSF-based implementation approaches;
 - Utilizing emerging CD mechanisms such as South-South and triangular cooperation;



5 CONCLUSION

96. Overall, the Capacity Development Strategic Framework raises the importance of capacity enhancement as a core driver for Africa’s transformation. The CDSF provides a framework to guide CD practice in the Continent through national and sub-regional efforts. This is through sound and appropriate design, implementation, monitoring, evaluation, result measurement and reporting of capacity development investments towards the delivery of growth and development in Africa.
97. Capacity Development remains fundamental as the ‘how’ to effect change and reforms in Africa, thereby accelerating the realization of the AU vision of an “integrated, forward-looking, prosperous, peaceful and dynamic Africa”. This is in full recognition that the Continent’s turn-around hinges on effective utilization and retention of available human and institutional assets in building capable public and private sectors. – **AU Vision , Page 26**
98. Undoubtedly, Africa requires ‘transformational capacities’ for leadership and inclusiveness to adequately respond to its renewal and growth agenda. Building effective and accountable states capable of translating development policies into practice, is a critical aspect of creating sustainable conditions for development. With high level commitment to transforming leadership at both political and technical levels, and empowering citizens, the Continent’s transformation is achievable. This connotes that a fully engaged and empowered citizenry with capacity to own and spearhead development will demand greater accountability and transparency from state institutions and other non-state actors. Therefore, a topmost priority is to develop the capacities for demand in shifting the development trajectory.
99. As part of continuous improvement of CDSF-inspired tools, this Framework and its implementation will be periodically reviewed and documented for experience sharing and up-scaling. The subsequent evidence will provide a knowledge capital base for mutual learning across countries through mechanisms such as APDev. Ultimately, this serves as basis for assessing the state of CD in Africa to inform policy changes and actions.
100. For Africa’s development effectiveness agenda to be best actualized, the nurturing of performance-enhancing institutions, including gender and youth structures, is vital. As standard, ALL investments into development should guarantee and achieve capacity development outcomes and results. These investments will further the development of policy/ practice networks and outreach capacities of relevant institutions. Capacity development should therefore be a core measure in assessing the impact and results of development programmes/project in Africa.

Capacity Development

*The power to change
Africa*

