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**Capacity Building in Africa: “Effective States and Engaged Societies”  
Joint Workshop sponsored by AfDB, UNECA and the World Bank**

**Addis Ababa, Ethiopia  
24 –25 February 2005**

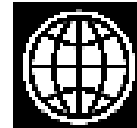
**UNECA**



**AfDB**



**World Bank**



## 1. Introduction

Capacity deficits have for long been recognized as one of the major constraints to putting Africa on the path to accelerated growth and sustainable development. Different actors had undertaken initiatives aimed to address the challenges of capacity building. The World Bank (WB) had been at the forefront of such initiatives by funding institutions such as the African Capacity Building Foundation (ACBF), launching PACT and using its loan facilities to assist countries to build their capacity. Other agencies such as the African Development Bank (AfDB), The United Nations Development Programme (UNDP) and the Economic Commission for Africa (ECA) were also among the major players in advocating for, promoting or funding capacity building initiatives.

In spite of the many efforts in the past to address the capacity building deficits, the problem has continued to persist. It is being recognized that capacity building is “a moving target”, for as soon as progress is made new challenges emerge that require further capacity building initiatives. This has been the case, in particular with countries that have embarked on poverty reduction strategies. In these countries, the capacities required to secure the economic and social foundations of poverty reduction continue to grow in terms of skills and complexity. The political, technical and financial requirements for meeting the enduring challenges of capacity building are proving substantial.

The WB and its partners have been assisting African countries to meet the challenges of increasing breadth of capacity problems that constrain growth, service delivery and empowerment. The Bank and its partners are further exploring how they can respond more rapidly and creatively to expressed demand(s) for capacity building in the private and civil society sectors as well. Some of the questions being raised include: How can the latent capacity in African countries be unleashed while simultaneously deepening accountability for achieving immediate and long-term results? How does one measure the impact of capacity building in service delivery, empowerment, good governance or the investment climate? Do past conventional approaches to civil service reform and higher education require radical rethinking given the urgency of capacity depletion trends?

The persistent capacity deficits in public, private and civil society institutions continue to pose serious obstacles to poverty reduction, accelerated growth and development. The need for a revisit and further refinement of past measures to ensure effective realization of the objectives of capacity building is, therefore, pressing and acutely felt. It is against this background that a joint workshop was organized by the WB, AfDB and ECA on the theme “*Effective States and Engaged Societies in Africa: Capacity Development for Growth, Service Delivery and Empowerment*”, which took place in Addis Ababa from 24 – 25 February 2005.

## **2. Objectives of the workshop**

The objectives of the workshop were to:

- Reflect on where the Bank stood on capacity development a decade after the launch of PACT;
- Seek insights of workshop participants, as leaders, practitioners, and thinkers, on what worked and what did not work in terms of capacity development; and
- Identify the capacity development frontier and help African countries and donors to chart a way forward.

The workshop was organized around the following sub-themes: (1) the World Bank and capacity development initiatives; (2) state capacity building; (3) cross-cutting capacity building; (4) sector capacity building; (5) institutional processes; (6) capacity to build capacity, and (7) synthesis, main conclusions and next steps.

The workshop brought together more than 64 experts from 20 African countries representing 37 institutions involved in capacity development programmes in Africa. These were individual experts, members of academic and research institutions, intergovernmental organizations, representatives of member states, international organizations and non-governmental organizations. A summary of the major presentations and the discussions that transpired in the course of the various sessions are summarized below.

## **3.Account of the proceeding**

### **Report on the Opening Session**

Ms Jennifer Kargbo, Officer in Charge of the Development Policy and Management Division of ECA, chaired the opening session. Opening remarks were made by Ms Josephine Ouedraogo, Acting Deputy Executive Secretary, ECA; Mr. Diallo Ibrahim, Manager African Development Institute, AfDB; and Mr. Callisto Madavo, Special Advisor to the WB President.

Mrs. Josephine Ouedraogo, Acting Deputy Executive Secretary of ECA, delivered the opening speech, on behalf of Mr. K.Y. Amaoko, the Executive Secretary of ECA. In her introductory speech, Ms Ouedraogo indicated that capable, democratic States remained key to overcoming Africa's development challenges, especially with regards to poverty eradication, which required effective and efficient state and non-state institutions. Unfortunately she remarked that Africa's deficit in institutional capacity was not adequately addressed in past programmes and especially in the first generation of Poverty Reduction Strategies Programmes (PRSPs). She emphasized that a key component of a capable state, namely the existence of efficient and effective state and non-state institutions, was lacking and was adversely impacting poverty reduction efforts.

The Acting Deputy Executive Secretary called on all stakeholders to form a partnership to design, resource and implement the kind of bold, cross-cutting and comprehensive programme of capacity building envisaged in 1996, when the ECA conference

of Ministers approved the framework agenda for building and utilizing critical capacities in Africa, and in line with the partnership for African capacity building proposed by the African governors of the World Bank in 1998.

Referring to specific programmes and research studies initiated by ECA, especially in the areas of good governance, she stated that it was the right time to form a strong partnership among all stakeholders to design, fund and implement a comprehensive programme of capacity development aimed at bolstering the quality and efficiency of Africa's human capital, physical infrastructure, and business environment. Mrs. Ouedraogo finally expressed the hope that the views and recommendations of the workshop would stimulate actionable ideas and new opportunities for partnerships aimed at developing capacity for capable and democratic states in Africa.

On behalf of the President of the African Development Bank, Mr. Ibrahim Diallo expressed his appreciation to the World Bank partners, in particular to the members of the "operational task force in capacity building in Africa" for the well-articulated concept note prepared. He also extended appreciation to ECA for the intellectual input provided and logistical arrangements that made the workshop a reality. Mr. Diallo underscored AfDB's strong belief that the development partners in Africa should strive to build consensus on capacity building priorities, strategies and policies tailored to African specific needs and realities. Recalling specific initiatives undertaken by the AfDB, he indicated that the institution has been trying to identify, within its "capacity agenda", new approaches and priority areas in the framework of regional programmes such as the PRSPs and the Millennium Development Goals (MDGs).

Mr. Diallo invited participants, partners and all stakeholders to thoroughly and critically review the work done so far in the implementation of various capacity building programmes in the continent, identify the strengths and weaknesses and refocus, where needed, efforts towards concrete and well-targeted actions for capacity development. He finally expressed the hope that the outcomes of the workshop would build important milestones in the fight for poverty reduction and achievement of MDGs in Africa.

Mr. Callisto Madavo, Special advisor to the President of WB stressed in his remarks the importance of the workshop and called on the participants to actively participate and make contributions to it. He underlined the fact that the theme of the workshop was quite timely, for it came at a time when, for the first time the international donor community initiatives – The Commission for Africa - is paying particular attention to the capacity building needs of African institutions. He also mentioned that the emergence of regional institutions like NEPAD was a clear indication of the efforts being made towards capacity development in Africa.

Mr. Madavo stressed the need to look at how Africa can "scale up capacity" in order to face current development challenges. He also called on the workshop participants to explore and come up with appropriate and practical recommendations for effective actions for capacity retention and utilization. Mr. Madavo was optimistic that participants would engage in a through dialogue, frank and honest sharing of their views, ideas and criticisms, and would find out what Africans feel and need with regards to capacity building and propose viable strategies to help move forward the capacity building agenda.

## *Session I*

### *“Effective States and Engaged Societies: Capacity development for growth, service delivery and empowerment in Africa”*

The session was chaired by Mr. Terence Jones, Director of Capacity Development and Development Policy, UNDP and the panelists consisted of Mr. Benno Ndulu, Manager, Development Economic Research group, the WB; Mr. Kumulatchew Abera, Director, Civil service Reform programme, Ministry of Capacity Building, Ethiopia; and Prof. Adebayo Olukonshi, Executive Secretary, CODESRIA.

In his introductory remarks, Mr. Jones highlighted the objectives of the session and introduced the panelists.

The first presentation by Mr. Benno Ndulu of the WB focused on three aspects: (1) the sense of urgency driven by the need to see results, (2) review of the elements of current thinking, and (3) the need for a collective approach. He argued that capacity challenges are enduring, multi-faceted and all the more urgent in order to achieve MDGs through service delivery, promote growth and respond to globalization, empower citizens and societal actors and sustain peace and security. He indicated that the agenda was not new as countries had been addressing capacity constraints since the 1980s. In the 1990s, their efforts had taken the form of partnerships and had seen an increased donor support. He indicated that the World Bank and its partners, now, once again, found themselves at an important turning point to find the answers to the challenges of capacity development.

In discussing emerging thinking and key propositions, Mr. Ndulu observed that effective states required engaged societies that demanded change. He expressed reasons for optimism (“hopeful Realism”) by explicitly highlighting emerging good practices from countries that had adopted capacity building measures in ‘key sectors’. Some of the cases in point were Burkina Faso, Ethiopia, Ghana, Guinea, Madagascar, Malawi, Mali, Tanzania and Uganda. These positive results were achieved under the auspices of internal and external support mobilized through the PRSPs, direct budget support, networks and regional institutions.

Mr. Ndulu also highlighted what he called ‘windows of opportunities’ to explain his optimism. Some of these were: the general democratization efforts of African countries, the establishment of NEPAD, improved aid modalities and greater global awareness. He also indicated that the 2005 taskforce is taking another look at the Bank’s approach, and will focus on practical and operational challenges to more responsive and effective Bank support. The Bank regards itself as part of larger global effort to scale up support using a common platform.

In the second half of his presentation, Mr. Ndulu dealt with elements of the current thinking. He highlighted the need to come up with a practical definition of capacity building and indicated that it would be useful to view capacity development as:

*“ The process of enabling individuals and organizations across state and society effectively and inclusively secure the economic and social fundamentals of poverty reduction including service delivery, growth, and empowerment...”*

He argued that capacity development should be for growth, service delivery and empowerment. He further outlined the following important scenarios that would enable ‘sustained capacity development’:

- When involvement of citizens was ensured and the government was accountable to social affairs;
- When supply of capacity building responded to effective demand; and
- When countries chose “Entry Points” based on binding constraints in specific settings.

Mr. Ndulu highlighted the importance of identifying the right level or type of “Entry Points” and their use for states embarking on capacity building. These took different forms for different countries. Thus, the following country scenarios were identified:

- Countries that were low on the effectiveness of the state and high on the engagement of social actors – a case in point here was Senegal;
- Countries just emerging from conflicts with low state effectiveness and low engagement levels – a case in point is Somalia; and
- Countries that was high in state effectiveness and low on engagement.

Finally, Mr. Ndulu observed that in the past there have been grand ideas on the table and what is expected now is to build on existing work by partners, donors, and the Bank. Furthermore, in discussing the approaches of the Task Force, he pointed out that in-depth country analysis, sharing and learning from sectoral and cross-country experiences, and cumulative country experiences would lead the way forward.

In his closing remarks, Mr. Ndulu invited the workshop participants to discuss thoroughly and provide their “insights and advice” on whether or not the Task Force was applying the right approaches and made the right diagnosis, and to suggest practical approaches as well as the right elements that should be reflected in a renewed “compact around the PACT principles”.

The second Speaker, Mr. Kumlachew Aberra gave his presentation on Ethiopia’s experience in capacity building. Mr. Kumlachew Aberra, Director of the Civil Service Reform Programme, Ministry of Capacity Building (MCB), gave a brief history of the Ministry and outlined its objectives. The MCB was established in 2001 to meet the countries developmental challenges through: the initiation of policies for capacity building; guiding and supporting capacity building initiatives in key areas of the public sector, private sector, civil society and non-governmental organizations; to ensure that efforts were directed to the right priority areas; and to ensure proper implementation of capacity building programmes.

The Ministry not only directly supports and supervises programmes but also co-ordinates other programmes, for instance, higher education reform and tax reform of other institutions.

The Ethiopian Civil Service Reform Programme (CSRP) focuses on the efficiency of service delivery, ethics, expenditure management and control, human resource management and top management systems.

The expected institutional transformation is to be brought about through the holistic implementation of CSRP, and this requires, among other things, a responsive organizational structure, committed and proactive leadership, positive perception by the public and a legal mandate.

One major component of the reform programme is the Performance and Service Delivery Improvement (PSIP) with a clear objective of promoting result-oriented performance in selected state bodies. It provides focused capacity building support. This is done through funds specifically established to provide resources as incentives for better performance.

In his closing remark, Mr. Abera identified the root cause of the poor management as being “the lack of follow-up by the leaders, and the resolve to stick to the plan long enough to succeed. Thus, he said, with the necessary passion, energy and motivation coupled with focus and competence it should be possible to adhere to the plan.

Following the two presentations, Professor Adebayo Olukoshi, of CODESRIA was invited to comment on the concept paper presented by Mr. Ndulu. Commending the two presenters, he noted that his intervention would be focused on the World Bank concept note. According to Prof. Olukoshi, the concept paper should:

- Include a historical concept of Capacity Development (CD) in order to overcome some legacies of the colonialism, which are still linked to CD’s programmes;
- Take into account the issue of lost Capacity Building (CB) in Africa since independence, by highlighting and listing elements which eroded CB in the continent;
- Bring in the issues of cumulative learning and institutional memories. These two elements should be combined with the retention of CB problems;
- Put emphasis on the fact that the failure of public management reforms were much more related to the absence of inclusive environment, which would have allowed the flourishing of existent capacities;
- Highlight issues such as career mobility, decision making, flexibility and adaptation to new challenges; and
- Give special attention to the tension between technocrats and elected officials and elites over strategies and management of development.

Inputs from participants on the floor to the discussions that followed included the comments and recommendations summarized below.

- The need to introduce and integrate gender-based approaches to ensure that gender is mainstreamed in capacity building strategies;
- The desire to reverse the current trend of brain drain will require employment creation and creating an environment that will allow the retention of well-trained personnel in the continent;
- There is a need to create collaborative strategies between all stakeholders in Africa's Development;
- There is also a need to explore ways of incorporating the regional communities/groupings in all efforts of national capacity building. Regional groupings should be used as fora for exchange of national experiences and best practices;
- Existing national and regional institutions should be strengthened;
- The issue of professionalism and ethics should also be incorporated to the thinking on sustainable capacity development. Thus, much emphasis should be put on training personnel on basic life skills. This could also start at an early age with the youth;
- The lack of a conducive environment for capacity development in general is an area that needs particular attention. The right attitudes and attention should be applied to tap into indigenous players in order to articulate specific needs;
- The WB concept note, although it highlighted the impact of HIV/AIDS on capacity, it made no reference to other pandemics such as malaria and other malignant health problems that were posing specific threats to Africa's human resource;
- The issue of career mobility should also be given particular attention. It was emphasized that there was need to provide the right incentives for more experienced workforce to move up the ladder of their profession while allowing new recruits, in particular the youth, to enter the civil services. This will allow for a lesser resource-consuming training and transfer of knowledge and skills;
- The sharing of experiences and best practices should also be greatly encouraged. These cases should be expanded to countries other than those related to World Bank and donor projects;
- The role of the private sector should also be emphasized in any capacity building strategy; and
- The reference base of the concept note should be broadened to include other African literature on the issue.

## Session II.

### ***“State Capacity Building: Governance, Political Economy Management, Participation Decentralization, and Legal and Judicial system”.***

Mr. George Alibaruho, Senior Advisor to the Executive Secretary of ECA chaired the session. The Panelist of this session consisted of Mr. Louis Amdee Darga, Managing Director, Straconsult of Mauritius, Prof. Said Ademojubi, Lagos State University, Nigeria, and Mr. Cunningham Ngcukana, Advisor, Political Affairs and Capacity Building, NEPAD

Mr. Darga started his presentation with an observation on the status of state capacity in Mauritius stating that while Mauritius has been singled out as a model of strong state capacity in all areas, there are indications of serious erosion in recent years. In fact, he pointed that there is a loss of institutional effectiveness in Mauritius. The reason for this erosion was identified to be the turnover in the political class who moves from one bureaucracy to another. Competitive political systems lead to a patronage system that softens the rules and regulations of governance, which begin to affect state capacity and institutional effectiveness.

The presenter observed that the dilemma of state capacity building in Africa was that all the three pillars of governance - the executive, legislature and the judiciary – had to be built while at the same time the state had to mobilize resources (capacities) to deliver services. This creates a situation of crisis management. Mr. Darga noted that it would have been better to first build the pillars of the state and then use its capacity to deliver services. As it is the case now in most African countries, the situation in Mauritius is deficient, where both capacities (state and services) have to be built at the same time.

The panelist, based on the latter situation, then raised the following questions:

- How do you build capacity in the context of democratization?
- Where there are weak states and their capabilities are fragile and the political systems are equally fragile, is it possible to rationally build state capacity?

The logic of competitive multi-party system is political survival, whereby the incumbent party will make decisions in order to be re-elected. Thus, decisions are made not necessarily rationally, but with the aim of political survival – ‘pork barrel politics’.

Mr. Darga pointed to the need to fast track capacity building in Africa, leap frog the process. There is no lack of human resources in the Diaspora. The challenge now is how to invest heavily in order to re-inject the capacity that has been lost to the Diaspora.

There is also the issue of capacity development of the private sector. But, which private sector are we talking about for capacity building? The absence of an indigenous private sector in Africa would require massive investments in order to create a viable private sector, as the process would have to start literally from scratch.

Mr. Darga, finally underscored the need for building capacity of service providers. This is because production is also based on service provision, including the consumption by the state of private services. Capacity building in this sector is often ignored.

The second Panelist, Prof. Said Adejumobi, stated that his presentation derived from three main sources: (1) his work on the OECD/ECA Mutual Accountability Review Report (2) the African Governance Report (AGR) and (3) his own research and personal reflections. He critically observed the changing landscape of the World Bank's capacity building efforts. Looking back, he stated that in the 1980s, the Bank's policies were overtly aimed at dismantling the state in Africa. There was also a shift in emphasis to non-state actors as the state was seen to be inefficient. Now the World Bank is emphasizing consultation with stakeholders, which is very refreshing.

Professor Adejumobi lamented the cliché of investments in higher education, whereby not too long ago, the World Bank was trumpeting the value of vocational institutions and primary education to Africa's development. These shifts, he noted, raise suspicions as to what the Bank's real agenda for capacity development in Africa is.

Critiquing the World Bank's approach to consultations on its Capacity Building Initiative, the Professor characterized it as "asymmetrical discourse." He suggested that the Bank could have asked Africans to come up with an agenda and then used it as a basis for consultations. He maintained that what was presented in the workshop was a pre-cooked agenda, with the areas for intervention clearly mapped out without Africa's input. This workshop then was expected to simply endorse or validate what the Bank had already decided. He also cautioned against an overemphasis on best practices in the concept note, while calling for a look at bad practices as well, ask why they did not work and how things could be done differently.

With regard to the conceptual issues, Professor Adejumobi observed that if capacity development was defined as the ability to get things done, there was then the need to realize variations in the levels of capacities among African countries. Capacity development is a complex issue, with various dimensions, including internal and external environmental issues. While an institution may have the internal capacity to do things, the external environment could be unfavorable and can undermine that capacity.

The Panelist further pointed that the AGR findings revealed that capacity gaps were crosscutting, depending on the context, initiative and specificity of the country. He stressed that the use of technical assistance as capacity building tool had many problems. Technical assistance tends to be atomized, piecemeal, lacks focus and is often fraught with donor conditionalities. They were also supply-driven in that the agenda was set and then made to fit the problem. Technical assistance, as delivered to Africa today, was simply not demand-driven.

Furthermore, Prof. Adejumobi pointed out that there should be some broad principles to guide capacity building initiatives in Africa, which should include the following:

- Holistic and comprehensive assistance needs of countries;
- Capacity development efforts to reinforce existing national development priorities, and also utilize indigenous knowledge base;
- Conform to national strategies and vision; and
- Undertaking a periodic mutual review to assess progress.

Also touching on the issue of brain drain, the Professor proposed turning it into a brain bank. Immigration of talent from Africa to the West couldn't be stopped, but the challenge is how to turn the Diaspora into a valuable resource for Africa's capacity development.

The next Panelist, Mr. Cunnigham Ngcukana, from NEPAD, recalled a report prepared for the Pan-Africa Ministers of Public Service Conference in September 2004 in which it was noted that up to 6,000 public sector initiatives and about \$4 billion have been spent on capacity building, and yet there were no results to show for these. He posed questions: 'What is going on here?' 'Why has there not been progress?'

The problem, the Panelist said, was historical in nature. In the past, the Asian model of authoritarian economic development was preferred. Thus, African dictators like Mobutu were preferred because they served an ideological agenda of cold war considerations in Africa. That was the genesis of state incapacity in Africa.

Mr. Ngcukana contended that the civil society in Africa was non-existent because they were heavily dependent on donors and not membership or constituency. The civil society was represented by a bunch of consultants in a country, who often were used by donors to validate what was already prepared.

He poignantly noted that capacity building did not look at deep structural problems of the countries, such as 'how to deliver public goods to citizens?' Building private sector capacity also poses the question of 'which private sector to support – indigenous or foreign?' There are also new challenges, including conflicts often due to weak and failed states.

Mr. Ngcukana recommended that the World Bank's concept paper needed to be more action oriented. There should be a distinction between growth and development since you could have a jobless growth. The concept paper should emphasize a proper monitoring mechanism for measuring capacity building efforts. ACBF and NEPAD have signed a memorandum of understanding that allows for practical intervention. Also there should be focus on leadership, especially to develop functional leadership.

Below are the highlights from participants' discussion of the above presentations:

- A participant who gave an elaborate comment on ACBF approach to capacity building referred those interested to ACBF publications circulated at the workshop
- A representative from the World Bank raised the issue of the military. He gave the example of Angola, where the military, paradoxically, was playing a useful

role in building independent think tanks and providing inputs into policy making, including involvement in socio-economic development projects such as HIV/AIDS. He noted that if peace and security were preconditions for achieving the capable state, then the role of the military ought to be enhanced. This, he noted, was perhaps more critical in post-conflict countries;

- Another participant observed that developing leadership with a vision was a critical area for capacity building. She noted that political parties, as part of the state machinery, were also ignored in capacity building initiatives. She also observed that the military should be seen as part of the solution to the problem of capacity building.

### Session III

#### ***“Crosscutting Capacity building; Public Service reform, and Performance management, Initiatives, Financial Management”***

- The session was chaired by Dr. A. M. Maruping, Executive Director, MEFMI, and the panel consisted of Prof. Olusanya Ajakiye, Research Director, African Economic Research Consortium (AERC); Prof. Gelase Mutahaba, Chief Technical Adviser, President’s Office, Tanzania; and Dr. Asmelash Beyene, Senior ECA Consultant, UNECA

Prof. Ajakiye warned the meeting against focussing on narrow issues when considering capacity situation in a country. Issues such as financial management tend to be technical and state driven. Instead, capacity needs to broaden to include larger societal issues. In this respect, private sector reform should focus on growing indigenous private sector as opposed to obsession with Foreign Direct Investments (FDIs). In all, the state needs to be big to be able to drive the development agenda.

The Panelists urged the World Bank to revisit its notions about what role the state should play, but, he cautioned that this re-examination must not be technical as was currently the case. He also alluded to the development of the space programme in the USA that was state-driven which would not have taken off if left to the private sector.

Prof. Ajakiye called for a diagnostic approach to capacity building and argued that each country’s needs must be examined on its own merit and solutions are tailor-made for that particular country. This will greatly enhance the ‘sense of ownership’, which is among other qualities of such reforms.

The next Panelist, Prof. Mutahaba, expressed concern that not too much investment had been devoted to capacity building of the state machinery. As a result, as the demands increased on the state, especially in 1980s and 1990s, the system became overloaded, leading to crises in governance, public service delivery, and other areas. He criticised the responses to the emerging crises as having exacerbated Africa’s problems. Such “solutions” included WB’s

Structural Adjustment Programs (SAPs) that were narrow in their focus, attempting to persuade governments to share responsibilities with the private sector, which was non-existent. In the event, capacity deteriorated further.

Professor Mutahaba discussing the second generation of reforms from late 1990s/2000 said that these attempted to strengthen the state in certain areas and leave others to the private sector. The state, under this scenario, was assigned the task of “governing” only which could not work in Africa at this stage of its development.

The Professor cited Tanzania’s example of how reforms ought to be implemented. The country’s reforms programme contains some key elements necessary for success, which include:

- Holistic nature of the reforms;
- Programs designed by government functionaries and not by development partners. This ensures ownership;
- Mainstreaming of the reforms into government functions and ministries; and
- Hiring of short-term consultants by governments and not by institutions such as the World Bank, etc.

Prof. Mutahaba noted some challenges in implementing reforms, including issues of pay incentives that motivated staff. He reported that Tanzania was working hard on incentives reforms.

Dr. Asmelash Beyene’s centered his presentation on the role of the ECA in promoting capacity development in Africa since late 1980s. According to the presenter, ECA always believed that capacity building was a solid platform from which Africa could be launched on the path of sustained recovery and accelerated growth.

ECA’s approaches to capacity building recognized the multi-dimensionality of the task of capacity building. Indigenous capacity building and utilization was considered key to development. The number of initiatives taken by ECA to advocate for and promote capacity building, among others, included:

- The Special Action Programme for Administration and Management (SAPAM),
- The Strategic Agenda for Development Management in Africa, in the 1990s,
- The Framework Agenda for Building and Utilizing critical capacities in Africa; and
- The Governance Project.

Dr. Beyene then summarized the lessons learnt from previous capacity building and capacity enhancement initiatives, which included:

Capacity building and utilization requires an  
Enabling environment and political stability;

Sound and stable economic policies are important for capacity building;

Capacity building by itself was not enough, capacity utilization and retention were equally important;

Capacity building to succeed requires a comprehensive approach that addresses capacity needs in all critical sectors;

For capacity building efforts to succeed, national ownership over the building of capacities and responsibility for their effective utilization is a necessary condition;

While African governments should be on the driving seat of the capacity building efforts, the financial implication was so huge that they would not be able to achieve their objective without substantial external assistance. Mobilizing enormous resources from domestic savings and external source would be needed to finance capacity building and utilization. However, technical assistance for capacity building should complement and not compete with or substitute for indigenous expertise;

There is need for action plan for capacity building with clearly spelled out measures for monitoring and evaluating success;

It is important to forge effective partnership in capacity building at the national level involving the public and private sectors;

National actions in capacity building should be complemented by regional and sub-regional activities;

Creating and maintaining a conducive economic and political environment is critical for capacity building; and

There is need for all actors involved in supporting capacity building efforts to agree on mechanism for coordinating and harmonizing their initiatives in a manner that can effectively push forward the capacity building agenda.

Following the presentations, the floor was opened for discussion. The highlights of participants' interventions are summarized below:

- Participants agreed with the idea of strengthening public sector in Africa, but expressed their concern at the little attention given to the capacity of parliaments. In light of history of dictatorships in the continent and the all-powerful executive,

parliaments remained relatively incapable of effectively carrying out their duties, some of which could be very technical.

- Some participants raised the idea of a unit that could be established to oversee the public management system in each country and serve as a restorer of knowledge and monitor progress in various departments and agencies on the capacity development and retention progress.
- Some participants underscored the usefulness of pay incentives to ensure success of reforms, but argued that these might not be sufficient. Citing the Nigerian example, they argued that competition on delivery among states could serve as a driving force for reforms and capacity building. The issue will be the *how* of ‘punishing’ non-performing states.
- While some participant’s felt that private sector practices as advocated in the new public management could be imported into public service, others disagreed. Those who agreed cited issues of efficiency and effectiveness as key benefits. Dissenting voices highlighted differences between the objectives in the private sector as opposed to the goals of the public sector. The new public management (NPM) is culturally biased and mostly based on Anglo-Saxon culture which is different from Africa’s. The NPM is profit-oriented in nature and not development or political-oriented. Furthermore, NPM goals in the private sector are about *measurement*, whereas public sector is much more ambitious in seeking to achieve *development* goals in the longer term. Participants recalled that ultimately public sector reforms are about delivery of public services, and not about reducing the size of government/civil service or freezing salaries.
- Strong comments were made regarding over emphasis on “elitist” type of capacity building. Moving away from this will entail paying particular attention to capacity of the agriculture sector and rural communities. Necessarily, such new focus will imply enhancing infrastructure that link rural areas to markets, with a view to alleviating poverty as the ultimate goal. Some participants wondered what ministries of agriculture have been doing over the decades since the methods used in this sector have hardly changed in Africa, dooming the continent to a state in which she cannot provide for her basic needs. Issues of political leadership were underscored.
- Participants stressed the need for funding training programmes and institutions of training to enable the development of human resources. It was noted that many teachers enter the profession due to lack of opportunities elsewhere. But with more funding, this attitude could change

## Session IV.

### ***“Sector Capacity Building: effective demand oriented provision of public services in individual sectors and across sectors and levels of governments”***

Mr. Mumba Kampumba of the African Capital Market Forum chaired this session. The panel was made of Mr. Ermias Amelga, Executive Director, APEX Bottling Co, Ethiopia; Ms Zenebewrok Tadesse, President of CODESRIA; and Mr. Jean Ives Bonzi representing the youth and three panellists made their respective presentations.

The first Panelist, Mr. Ermias Amelga, spoke on “Private sector and Capacity Building” stating that the state was relatively strong compared to the private sector in Africa. The African private sector, which is small, to begin with, is shrinking. He, therefore, called for capacity building for this sector. Mr. Ermias argued that the aim of any capacity building initiative should be to generate growth and development and efficient provision of services. For him, the main issue was to have economies that create jobs and wealth, which could be achieved only through the private sector, not the state. He, therefore, drew attention to the demise of the private sector in Africa for lack of capacity, which he reiterated should be addressed.

The speaker also reflected on the role of the State. *‘How far should the State go?’* He asserted that the answer to this question was not clear, especially in the context of globalization. In his view, the State should focus on developing policies and development strategies, and providing a regulatory framework. However, the provision of services should be left to the private sector. The State should provide good incentives, facilities, infrastructure, etc. in order to enable the private sector to seize investment opportunities and create jobs. The Panelist argued that, unfortunately in Africa the States were weak and did not put in place the right instruments, tools, policy for the development of the private sector. He pointed out the lack of planning and mechanisms for interaction between different partners. Mr Ermias stressed that State’s failure to support the private sector had led to ineffective delivery of public services including basic services to the population.

Finally, the speaker challenged the argument of lack of human capacity due to brain drain as a major problem in Africa. For him, it was a demand problem, i.e. lack of jobs. He reinforced his argument by giving the example of his company where individuals holding master degrees were employed at sales- person positions for which they were overqualified.

The presentation of the next panelist, Ms Zenebework Tadesse deplored the silence on gender issues in the World Bank concept paper. At the same time, she said that she was pleased to hear that, after supporting the rolling back of the role of the State for two decades, the World Bank has decided to reverse its policy. She argued that the rolling back of the role of the State had disproportionate socio-economic effects on women.

She also applauded the World Bank’s recognition that “one size does not fit all.” She argued that the notion of an effective State should mean a democratic and developmental State that did not alienate women, who represented up to 50% of the population in Africa. This would require investing in the knowledge sector that would lead to higher returns to education. The speaker highlighted the bias in education, which limited women’s access to certain areas such as sciences. She argued that this bias undermined the appropriateness of short-term capacity building initiatives and opportunities for women.

Ms Zenebework also stated that civil society and women's groups have contributed to mainstreaming gender and building awareness. If women were not incorporated into social and economic development, including all aspects of decision making, public services delivery would be limited and outcomes unsustainable. The speaker urged the African Union (AU), AfDB and ECA to engage in healthy consultations, and to listen to African women's voices, including the critical ones.

Finally, Ms. Zenebework called on the developmental State to give more attention to gender concerns, mainstreaming gender concerns and building capacity, which should include:

- Addressing the issue of women's household activities;
- Leadership training program for women;
- Encouraging women organizations and institutions and having gender balance in consultation processes.

Mr Jean Ives Bonzi's, representing the youth, focused on "Youth Participation in Conflict Management and Development". He examined the important role that youth could play in conflict management in Africa. Nearly half of the countries on the continent had experienced some type of conflict since the end of the cold war, and, contrary to the global trend, the incidence of conflict in Africa had been on the rise over the last ten years. It was pointed out that youth and children suffered the most.

Importance of youth participation in conflict management is a unique perspective to add inputs to issues affecting their lives. However, according to the presentation, youth faced various constraints and challenges during the aftermath of conflict. Furthermore, they did not widely participate in the conflict management and rehabilitation process. The youth find it difficult to access funds, voice their concerns and acquire gainful education to build their capacity. Under these conditions, it is important to give the necessary support to build youth capacities in terms of providing comprehensive support structures for youth involvement, participation mechanisms and capacity for resources mobilization.

The discussion that ensued is summarized below.

- First, it was reinforced that the notion of mainstreaming gender concerns in the economic, political and social activities was indispensable for the development of the continent and the fight against poverty;
- It was emphasised that the state must strongly reflect women empowerment, equality, education issues in its agenda and remove barriers to gender equality and focus on different capacity building initiatives;
- It was also pointed out that it was necessary to set up the right mechanisms, which would coordinate capacity building initiatives far more efficiency. The youth panelist, Mr Bonzi, stated that current gender mainstreaming and capacity building

models could be similarly used or applied to most efforts for youth empowerment; and

- The importance of the private sector was also given prominence during the discussion. Participants noted that the private sector faced many bottlenecks that limited its role in Africa's development. The state particularly failed to provide basic services, enabling environment, effective partnerships and facilities to the private sector. States should, therefore, overcome this situation by promoting good economic governance, developing genuine partnership with the private sector in the provision of public services and others activities.

## Session V

### ***“Institutional Processes: Alignment of donor support for capacity with PRSPs national plans, instruments and indicators, human resources development and incentives.”***

Mr. Chris ITSEDE from the West African Institute chaired the session for Economic and Financial Management (WAIFEM), who welcomed the participants and introduced the panellists. They included: Mr. Diallo Ibrahim, Manager, African development Institute, AfDB, Mr. Terence Jones, Director, Capacity Development, Development Policy, UNDP; and Mr. Harris Mule, Executive Director, Top Investment and Management Services, Nairobi, Kenya. He further stated that capacity building is a long-term effort that has been ongoing in Africa for quite some time. Therefore, new initiatives should be additional and substituting existing mechanisms at the national, regional and continental level.

The first panelist, Mr. Terence JONES from UNDP introduced his presentation by noting that there has been a surge in interest in capacity building over the past five years, which is closely linked to a concern about aid effectiveness. He also pointed out that there has been a shift in the type of technical support provided by organizations such as UNDP from input-oriented programmes and projects to more outcome-oriented strategies. Furthermore, with the recent launch of the Millennium Development Goals Report and the upcoming five year review of progress in meeting the MDGs, many experts believe that the answer to all efforts in achieving these goals ultimately lies in addressing the issue of capacity building.

Mr. Jones further declared that capacity building measures must follow a number of key principles which are enshrined in the draft of the outcome document of the forthcoming High Level Meeting of the OECD in Paris. First of all, capacity-building initiatives must be rooted in a broader, long-term national development strategy. Secondly, countries must develop comprehensive strategies for domestic reforms. Thirdly, donors must align themselves with these national strategies and must make use of existing capacities. And finally, capacity development must become a central element in all development efforts.

Regarding long-term planning, UNDP is focusing on a number of key issues to support countries in developing the appropriate enabling environment, incentives, monitoring and evaluation mechanisms to support their long-term vision of development. Medium-term plans therefore need to be aligned with this vision, and although it may sound simple in theory, it has

in fact proven very difficult to align these in practice because of different agendas and priorities of donors.

The second key issue the speaker raised concerned the political environment. As development implies change, there is always the risk that there will be resistance from groups with specific interests. There is thus a need to design ‘buffers’ for areas, which will be affected by dramatic changes. New mechanisms and institutions such as the African Union and NEPAD can also play a critical role in this regard. Furthermore, the UNDP Representative noted that there is a need for the independent monitoring of aid through national or co-ownership of capacity building programmes, and enhancing South-South cooperation to serve this purpose.

The issue of donors was also raised. Mr. Jones said donor behavior needs to be changed and incentives need to be created to build more partnerships. This is realized to be perhaps the most difficult issue of all, but the urgency of the need for more consistency and coherence in the approach to capacity building should also be realized and felt. The Paris Declaration is focusing on donor behavior and effective mutual accountability.

Mr. Jones closed his presentation by reminding the participants that the year 2005 will be an important year for the UN and UNDP, as capacity-building initiatives will be scaled up and aligned with national initiatives and visions.

The second speaker, Mr. Harris, started by saying that donors are indeed important partners for the development of Africa as they intervene not only financially, but also at the policy-making level. He further congratulated the authors of the concept note, which in his view, provided an accurate definition of capacity development. However, Mr. Harris emphasized that capacity development does not only involve institutions but goes beyond that and must include the issue of human capabilities and endowments, which is a broader concept than the acquisition of skills as it encompasses the dimensions of health and education, among others.

He further noted that capacity, development and/or economic growth are in fact two sides of the same coin as capacity drives development whereas development requires capacity development in order to be sustained.

Regarding the agenda of what needs to be done to enhance development and capacity development, Mr. Harris stated that the approach to capacity building needs to be more holistic, which in turn requires that governments draw comprehensive development plans addressing the core issues such as poverty alleviation in order to be sustainable.

These plans need to be owned by the stakeholders, and they must be multi-disciplinary, borrowing knowledge from new disciplines such as business management for example. Capacity development must be a central element of these development plans. The starting point for development plan should be the World Bank Country Assistance Strategy (CAS) that determines the level of funding a country receives from the Bank. Donors should align themselves with these CAS.

Referring to PRSPs, these have consultative element and seek to address the core problem of poverty. The problem with the PRSPs is that they require massive capacity to be implemented, and the challenge is to improve their implementation by aligning the donors to them.

The development plans must also address the question of tertiary education. Donors are already taking this sector into account, but more needs to be done to address the problem of employment for university graduates. Such holistic plans need to be simple and require sequencing and proper phasing for a successful implementation. Otherwise they may become obstacles to development.

In concluding, Mr. Harris observed that the World Bank and donors in general have their own problems of capacity building. Their aid is disbursement-driven and follows programme or project cycles that are slow and not in line with recipient country strategies or cycles. Donors have reacted by enhancing consultations among themselves but more needs to be done.

The last presentation was made by Dr. Diallo Ibrahim who gave an overview of the AfDBs past approach to capacity development. It included the three elements of technical assistance, training and institutional or stand-alone capacity building. By and large, these three approaches yielded mixed results, and their problems included the failure to take specific contexts into account, problems of sustainability and retaining national staff in government institutions once they had been trained.

New strategies should, therefore, adopt a more integrated approach and focus on harmonizing the processes at all relevant levels. Furthermore, the development landscape has changed dramatically over recent years, with new opportunities and challenges arising from the drawing of national development plans and PRSPs. The MDGs constituted another major challenge, raising many questions on how to realize the goals and how to identify the relevant capacity gaps.

The interventions of the AfDB focused on governance issues through, for instance, the Governance Country Profiles, the building of statistical capacity through the ICP programme and the training of national staff in national economic management. Regional and sub-regional institutions such as the AFCB are also being supported.

In conclusion, Mr. Ibrahim highlighted the importance of supporting capacity development that is driven by the country and based on needs. Regarding institutional development, although there had been problems in the past, this has also been taken up again by the AfDB with new strategies to avoid past mistakes. Knowledge creation and dissemination is another key area of the AfDB support, and the importance of consulting with other donors is also been given renewed attention.

In the discussions of the Panelists' presentations, some of the key points raised included:

- The lack of coherence among donors has created serious problems at the national level, as donor interventions often remove or disturb the little capacity that existed in the first place. The building of separate, parallel management structures tend to drain any remaining capacity existing in ministries. There is, therefore, an urgent need to discipline the donors to have a more coordinated approach through, for example, co-financing mechanisms.
- Capacity building interventions could be successful when they are fully integrated into a national vision or strategy. Furthermore, whereas earlier versions of the PRSPs rarely included any mention of specific capacity building measures, the newer PRSPs were trying to correct that but more needed to be done to address this omission. Ethiopia set up an entire ministry for capacity building and is, therefore, an exception that could be an example for other countries. It was also pointed out that the lack of co-ordination among donors was another serious problem that needed to be addressed.
- Further important issues raised included the simultaneous building of governance and economic institutions to establish the rule of law, and the need to provide long-term support and follow-up on reforms. Finally, governments should be encouraged to appoint a focal point to ensure that all technical assistance was used effectively.
- The importance of pooling resources through improved donor alignment was stressed. It was suggested that there should be a common framework for reporting and evaluating aid projects and capacity building initiatives.
- To what extent the World Bank should be coordinating capacity development initiatives and what coordination should there be at the national level.
- The erosion of the moral fabric in Africa over the recent years and decades was deplored. For a number of historical reasons, governments have been depleted of important ethical standards among their staff and this issue is rarely being addressed in development plans or donor initiatives. At the same time, in order to be effective, any capacity building or technical assistance should be underpinned by strong moral and ethical values.
- It was stressed that for any intervention to be successful, the country to be assisted needed to be in the lead. It was reported that prior to 1995 relations with donors in Tanzania had deteriorated. However, since then the government has made a determined effort to structure a new relationship with donors that was driven by the needs of the country and coordinated by the government. This approach has been proven very successful and led to the gradual improvement of government-donor relations.

- Questions were raised on the appropriateness of establishing independent capacity building ministry such as the Ethiopian case. Further queries included on what needs to be included in *the capacity development plan* as opposed to *the national development plan*.
- It was observed that the issues raised concerning donor discipline should equally be required of governments as these often mismanaged resources.
- Suggestion was made to focus on scaling up interventions from the project level to the holistic level, and countries to be on the driving seat.
- The Ethiopian PRSP example was seen as a successful effort in harmonizing the agendas of donors and the government was mentioned. Through a high-level forum chaired by the ministry and co-chaired by donors, for instance, it was ensured that everyone was aligned to achieve the same goals and there was a concerted effort to work together based on a national country vision.

Responses and comments by Panelists after the discussions on the above are summarized below.

Mr. Mule Harris agreed that co-ordination was a key issue that needed to be better addressed in the future. He asserted that the World Bank should indeed take into account the capacity weaknesses and strengths of the country whilst also bringing other donors on board. Regarding the query on the difference between the national development plan, capacity development plan, and the PRSP, Mr. Harris clarified that, ideally, all these are part of one and the same thing and should not be substantially different from each other as the capacity development plan is informed by national development plan which in turn determines the key aspects of the PRSP.

Dr. Diallo Ibrahim agreed that a common reporting and evaluation framework would be a very good initiative. On the question of co-ordination, he also insisted that the country needs to be in the lead. For instance, the country should ensure that there are not several donor missions in the country at the same time, and those donor missions, who are visiting, should consult with donors present in the country, informing them of their plans and intentions.

Mr. Terence Jones agreed that parallel structures should not be built and that the principle should be to make use of existing government capacities and structures. The OECD Paris Declaration is explicit on this issue and other key issues of donor coordination. On the question of the difference between national development plans and capacity development plans, he explained that there was indeed a need for strategic and flexible language. But at the same time there is a need for an overall roadmap that is informed by the capacity development deficits of the country.

## Session VI

### *“Capacity to Build Capacity: Higher education, research, training Institutions, statistics, Regional Programs.”*

Prof. Olusanya Ajakiye, Director, AERC chaired the session, and the panelists consisted of Dr. Gene Ogogio of ACBF, Prof. Yaw Agyeman Badu, Deputy Rector, Ghana Institute of Management & Public Administration (GIMPA), Ghana; and Prof. Francois Rajaosan, the University of Antananarivo, Madagascar.

Dr. Ogogio divided his intervention into four parts namely, introduction, conceptual issues, ACBF’s experience and the challenges. He said that the cause in decline/erosion of capacity in higher education and research centers were well known and broader reform agenda was needed for the sector. He stressed that new opportunities for revitalizing the high education sector needed to address key strategic questions such as what kind of education system was needed to respond more efficiently to development challenges of poverty reduction and societal transformation.

He explained the need for a holistic approach to capacity development. He then defined capacity building as a process of enabling individuals, organizations, institutions and sectors to identify their developmental needs in a sustainable manner. Typical intervention would have three basic components: (1) skills enhancement; (2) systems improvements (including enduring procedures, equipments); (3) program/services related activities (research fund, training, and provision of services).

Dr. Ogogio informed the audience about the ACBF’s experience in leadership training. ACBF has been involved in core/degree training, specialized training, policy research and collaborative approach. There is a need to disseminate the experience to other departments within the universities and the country. He stressed also the need for networking. The main challenge was that of sustainability. He called for the rehabilitation of national institutes and civil service reform for capacity building, also underscoring the need for the review of practices and skills for capacity facilitation of donor institutes.

Prof. Yaw Agyeman noted that in our preoccupation with best practices, we tend to forget the bad practices, which we need to talk about to help us balance our learning and teaching.

He drew the attention of the participants to the last election in Ghana. He praised the election commission because it handled the election right despite a few critics by the losers. He asked those who criticized the commission why they didn’t require the other agencies to do the same. He concluded that we needed to learn the lesson of that election.

In the second part of his intervention, Professor Agyeman stated that Government of Ghana has designated human resource development as one of the three top priority areas. Government policy is intended to achieve a radical acceleration of Ghana’s capacity to

create wealth, reduce poverty and supply the means for a higher standard of living for everybody. Accordingly, the national training policy is primarily aimed at supporting long-term economic strategies and establishing retraining and skills upgrading as an integral part of working life.

He underscored that the range of capacities and synergies required are such that a local capacity to build capacity is required. It is important that capacity of the national executives be included in our capacity building efforts, for they are key in several fronts – demand side and supply side.

GIMPA offers various trainings to participants, officials of the national executive, legislature and the judiciary. It is, therefore, proposing the inclusion of leadership training and capacity building at all levels. He mentioned that there is a direct causal link between the levels of higher education in a country and its material progress.

He said that in public sector training, the traditional Institute of Public Administration is inadequate. They tend to be narrow while universities tend to be too academic. GIMPA has a model that combines higher education with public management focus and consultancy.

He also noted that there is a need for capacity to build capacity by strengthening institutions to deliver programs effectively, by strengthening capacity of institutions. GIMPA is not doing it alone; it collaborates with local and international institutions and agencies.

The panelist also highlighted the need to build national statistical capacity to improve research, advice and policy.

Prof. Francois Rajaoson focused on three points related to tertiary education giving brief background, discussed some projects and programmes, and drew from his personal reflections. He said that the world economy and globalisation have brought about various consequences in several areas, notably the unprecedented development of information and communication technologies (ICT). The “knowledge society” emerged from this process, and is more and more followed by the marketing of education, especially the sector of higher education and research, which have become an open market, needing regulation.

Globalisation of the economy, which brought about the internationalization of higher education, has widened the gap between the universities in rich countries and those in the poor countries.

Prof. Francois Rajaoson briefly discussed some projects and programmes like the Association of African Universities (AAU) programmes, distance learning and the African Virtual University (AVU). On the global market of higher education, some institutions are sharing their means and potentials with the view to enhancing their capacity building. In the French speaking part of Sub-Saharan Africa, the CAMES focuses on the training of university professors at the top level. In the Sub-region of the Indian Ocean, universities

and research centres have pulled their potentials together in order to face the new context. The University of Indian Ocean (UIO) is implementing programs intended to enhance capacity in the areas of management and environment.

He also noted that, in most African countries, the University is an integral part of public service, financed mainly by the state. Its own resources and foreign donation are limited. Moreover, many African countries are still suffering from the social consequences of structural adjustment. This current economic situation in Africa does not allow any significant involvement of the industrial sector in research projects undertaken by universities.

He concluded by underlying the crucial role of universities in developing countries. The academic community should sensitize African governments and donors to reduce marginalisation of the universities in the designing of development strategies.

The discussion, which followed, centered on the points raised by the panelists. A summary of the highlights of the discussion is provided below:

- On the issue of brain drain, it was emphasized that we needed to be careful on the way we perceived it because of the time implication for replacement training. Therefore, means should be put in place to retain the trained persons. In order to retain capacity of universities, addressing the issue of salary was also stressed.;
- It was also noted that many African countries do not have adequate institutions for training. Some of the new institutions tend to focus on very narrow programmes to meet only the needs of the donors. These are not sustainable because they depend on the time span of the particular programmes. The need to network among training institutions as well as the need to include management in various curricula were also emphasized. The relationship between economic development and the level of education of the population was highlighted as well;
- The experience of the Ghanaian government in ensuring training sustainability, including allocation of 2% of district revenue for training of local government practitioners was duly noted. Local government from the regions should also benefit from the training institution established in Ghana;
- Training the members of the parliament was considered vital to improve efficiency of parliaments. Parliament staff should be professionals not politicians. Two main points to be considered in that regard are, it was noted, learning by doing and identifying the need of the people to be trained;
- A call was made to consider the youth in capacity building efforts, by giving attention in developing adequate curricula for them;

- There is a need to identify the short and long term determinants of enduring capacity building. There is a tendency to focus more on short-term determinants. The Caribbean was mentioned as an example of longer-term capital formation such as education, culture and political capital. The need for identifying short and long-term determinants was emphasized;
- The role of regional institutions in terms of capacity building was also raised;
- African countries should design a strategy to stem off brain drain given the economic situation in those countries; they could not afford to lose their trained manpower continuously. The need for ensuring the quality of training programmes and not emphasize the numbers produced only was underscored. Partnering with western universities should be also being designed in a manner that would ensure the creation of sustainable local capacity;
- The training curricula are sometimes not relevant, as these are not sufficiently geared to the realities on the ground. New curricula should be designed to reflect emerging realities and challenges, which require dynamic and innovative ideas. The quality of the private universities and schools need to be addressed as a matter of urgency through accreditation strategies;
- In addition to training, coaching and mentoring are also critical. For these to work out effectively, it is important to develop and sustain partnership across sectors, and closer relationship between universities and civil service organizations
- In most African countries, statistics are lacking. Universities need to build up statistical capacity to address data requirements for development. Mention was made of CAFRAD's leadership programme which is in the process of being launched

***Closing session: Round Table Discussions on the main conclusions and the way forward.***

Mr. Callisto Madavo chaired the last session of the workshop. The Round Table discussion was made up of the following panelists: Prof. Adebayo Olukoshi, Executive Secretary of CODESRIA; Mr. Harris Mule, Top Investment and Management Services, Nairobi, Kenya; Dr. Gene Ogogio, ACBF; Prof. Gelase Mutahaba, Chief Technical Advisor, President's office, Tanzania; and Mr. Seybou Gati, Deputy Executive Secretary of Administration and Finance, ECOWAS.

In his closing remark, Mr. Madavo noted the importance of the meeting in shaping future World Bank capacity building programmes. He also emphasized the importance of working in a coordinated manner to enable countries to move forward and achieve better results. Mr. Madavo observed that over the last several years some 9 billion dollars have been spent on capacity building and serious questions are being raised about the impact.

He also reminded participants that as Mr. Wolfenson's term with Bank comes to an end he would very much like to leave behind changes in the way the Bank approached development programmes of partner countries. Furthermore, the Board of Governors of the Bank wanted to evaluate the impact and effectiveness of the resources invested in Africa in the past several years.

The Bank has vested interest in doing better to help countries to achieve results. It believes that it is not an island and recognizes that there are also other donors involved in the process. Since it is only one of many actors, it needs to work in a harmonious way with others to influence development. Mr. Madava assured the participants that the Bank intended to deepen and strengthen its efforts towards capacity development. He observed that they were not operating from a blank slate. He pleaded that efforts should be made to build on existing foundation. Key players who had been active in the past will be expected to continue to be active. The idea was not to displace key players but rather to explore if there were ways that value could be added to past efforts.

Following Mr. Madava's introductory remarks, a group of panelists provided their observations and conclusions, which are summarized below.

Inputs from CODESREA's Prof. Adebayo Olukoshi included the following:

- There is need to strengthen the culture of statecraft as well as build capacity within the state system. The centrality of the State in the development process cannot be overstated. Any credible capacity building would have to look into strengthening the state-craft and build State institutions;
- Capacity interventions should be nationally owned and must include not only ownership of programmes and contents but also of design and priority setting;
- In public sector reforms, there is need for mainstreaming programmes of capacity development to existing programmes and institutions;
- Attention should be paid to culture and history;
- There is need for diversified approaches in the design of capacity building;
- While the demographic context speaks out for itself, there are also commitments that necessitate addressing the question of gender. The challenge of engendering capacity development has to be addressed urgently. Creativity and determination need to be applied in factoring gender dimension to capacity building;
- On issues of higher education, "building capacity of capacity builders" is of critical importance. The message to the Bank should be universities! Universities! Universities! The universities in Africa have undergone a prolonged crisis of mission, vision and identity. The technical and non-technical capacities of universities need to be strengthened. Universities are better positioned to socialize large groups and produce competent and conscious public servants. Most of the ambitious targeted interventions to accelerate the development agenda would require skills, which universities would have to produce. Helping the universities means helping the production of skills required for teaching, engineering, health workers, etc.;

- There is a tendency to counterpoise the universities against research institutions such as CODESRIA, AERC, etc. However, it should be noted that the latter were closely linked to the health and robustness of the university system, and there is a need to underscore the importance of the universities; and
- There is equally a need for non-technical capacity development in such areas as civil identity, citizenship, leadership, forum for socializing individuals and groups to have a public service orientation etc.

The next panelist was Mr. Mule who agreed with the Dr. Olukoshi's comments on the aspects relating to gender, importance of the state and higher education. In order to avoid repetition he said he would rather focus on the following issues.

- Intergenerational capacity transfer to youth is very essential;
- It is Important to pay attention to context, culture and history in designing capacity building programmes, while recognizing and examining strategies, which have contributed to capacity deficiency. One needs to look at history as a mirror of past failures and successes in capacity development and to build on that knowledge.
- There were too many and frequent changes of priorities by donors and especially by the World Bank in the past which should be avoided in the future. There is need for deepening and improving what the World Bank has done in capacity building.
- The Bank has to draw from the cumulative experience of African institutions as it embarks on its new capacity building project.
- Donors seem to find themselves incapacitated to address capacity needs of the private sector; but there is need to improve knowledge and capacity of the private sector.
- The state is important but there is also need to think in terms of developmental and democratic state.
- Many African countries do not have the capacity to develop a comprehensive and holistic capacity plans. It is thus important to identify determinants of capacity formation and start to use them for technical, political and economic purposes.
- Political leadership is important. Appropriate and strong leadership is required to institutionalize capacity building on a sustainable basis. There was ample evidence to show that those that succeeded in economic and social reforms had strong leadership. Do we have a way of producing/predicting good African leadership? What should we do to take advantage of strong political leadership and institutionalize on sustainable basis leadership capacity development.

Professor Mutahaba in his concluding remarks made the following observations:

- It is important to take a comprehensive approach to capacity building. Institute a holistic and comprehensive approach to capacity building. Clarity on the entirety and scope of capacity building needs ought to be defined, sequenced and prioritized to enable linkages of programmes. While recognizing that the

resources and the time for it may not be in place, being clear of the scope of where you need to be in terms of capacity building is nevertheless important. You have to sequence and prioritize but you need at the same time a full picture for that action. Consideration of consistent and long-term planning of priorities and coordination of efforts among and between institutions, donors and stakeholders is essential.

- What is needed in terms of capacity building is known.
- In terms of the issue of coordination, there is need to know who should lead the coordination and who should be represented within a country not only now but even in the next ten years, for it could help to compare notes.
- As the Bank and the other partners are providing support to countries, there is need to use existing local capacities. There is tendency to bring northern experts, but there is need for deliberate action to ensure existing local capacity utilization and building such capacities when they are not adequate.

Mr. Seybou, Assistant Secretary-General for administration and finance, ECOWAS, observed:

- The effort to build capacity of the public sector should maintain balance by bringing on board all the branches of government namely the executive, legislative and the judiciary. The efforts at capacity building in these sectors should be complimentary and not competitive.
- Civil society must be capacitated so that the public sector can disengage from those activities that can be handled by the private sector.
- Within the region, it is important to harmonize management economic and social activities. We need human resources and financial resources. The international community should play an important role in this respect.
- ECOWAS is the focal point for NEPAD. There is need for building capacity in trade negotiations. If we are to succeed in our endeavour to integrate, there is need for capacity building. The regional economic groups can play important roles in coordination of capacity building within the entities they represent. The issue then is how can building capacity of RECs be supported? What aspects should the focus be on?

Mr. Gene Ogotio of ACBF commented extensively on a number of issues. These included:

- The fact that today there are many African experts commenting on capacity building proved that not all was lost in terms of capacity building. The taskforce may have to look into some of the statements emanating from the discussion with the aim of identifying the shortcomings not necessarily the failures.
- On the issue of the nature of the state, it will be useful if capacity development can be integrated with concept of developmental state.
- The definition of capacity building should be as inclusive and as precise as possible to allow measurement and evaluation.

- It will be useful if the taskforce can look into the tradition of technical assistance that brings experts to the ministries without capacity building being one of the major agendas. As much as possible, technical assistance should be used widely but there is need to look into how technical assistance can be folded into capacity building initiatives. 9 billion spent so far was a huge sum. It is important to think on how to fold it gradually.
- It is gratifying to learn that the PACT framework was still valid. It is important to avoid coming up with a multiplicity of approaches.
- There is need for avoiding inter-agency rivalry. It is important that the resources for capacity building be scaled up. That cannot happen if inter-agency rivalry persists. There is need for collaboration among agencies in capacity building.
- The advisory group suggested in the concept paper seems to provide for limited membership. It could prove useful if it could be expanded to include AfDB, ECA, NEPAD, and AU and there will be no objection if ACBF was to be included.
- It could also prove useful if the consultation process can be extended to the sub-regions such as West Africa, East Africa, South Africa etc., as well as the private sector and civil society.
- It is important to ensure that effective leadership for capacity building exists at the country levels where the coordination will have to be carried out.
- Knowledge management is important and there is also need for a framework for performance and impact assessment.
- The ‘concept paper’ could be titled differently, perhaps as ‘issues paper’?

Mr. Madavo of the World Bank reacted to the suggestion of increasing the membership of the advisory committee by explaining that expanding membership could prove expensive and no resources were provided in the budget to accommodate the proposed expansion. But he said efforts would be made to ensure wide consultation through electronic means.

Following the summary observations and comments made by the panelists, the workshop discussion highlighted the following points:

- The latter parts of the title of the concept paper on effective state and engaged society have many components. It refers to the private sector and civil society. But it does not come out clearly how their roles are conceived. These actors should be allowed to dialogue on the development process.
- The Bank and other development partners could greatly accelerate the process of capacity building if local consultancy firm’s capacity positions are strengthened.
- Knowledge centers in Africa are not fully utilized in strengthening the capacities of policy-making institutions. This could go a long way in addressing capacity gaps in Africa.
- The part dealing with local government in the concept paper, apart from some reference to it, does not come out clearly on how the institutional and human

resources deficiencies in local government are to be addressed. It is important to delve into it deeply. Building capacity at that level can support the democratization process and deepen the capacity building efforts, which the Bank wants.

- There is also need to use local capacity. Effort should be geared towards supporting enduring and sustainable corporate capacity instead of freelance consultation. The Bank can work towards creating that corporate capacity over a given time frame. This way, will contribute to creating an institutional capacity that is sustainable.
- The Bank, in its engagement of actors at country level, should consider partnership with existing national institutions. It is through such partnership that the sustenance of pressure for capacity building can be maintained, thereby ensuring that the capacity remains there after the outsiders are gone. If there is a crisis in implementing some of the activities after the outsiders leave, there will be a local interlocutor. There should thus be a window for local partnership.
- There is need, in the attempt to build capacity, to break away from the traditional areas and venture to more risky areas such as governance. The state should be helped to take responsibility for developing and promoting private sector capacity. This also raises the question ‘how does one engage the private sector in the whole area of capacity building?’
- There is a need to address the importance of the ownership of PRSPs in terms of capacity building. Capacity building must be holistic and comprehensive. Experience should be shared when they are home grown and have been worked in a consultative manner. PRSPs were designed by countries in consultation with donors when the countries wanted them. ‘Why haven’t many countries seized the opportunity provided by PRSP to lay out capacity building?’
- The need for building a cumulative experience was also underscored. Synergy among the actors operating in the area such as the WB, UNDP, and ECA was called for. It was emphasized that there was no need for reinventing the wheel. Experiences gained from PRSP should be used as governments design capacity building programmes in their respective countries. Institutions such as UNECA, UNDP, AfDB and The World Bank have done extensive work in the field and have accumulated experience, which could help guide the process.
- The need for interface between research institutions, universities and the policy organs must be underscored. Research institutions and universities should be used to provide policy advice.
- The importance of building universities as instruments for capacity creation has been pointed out, with a call for the Bank to rethink its capacity building agenda to include universities. Support for universities and higher education institutions

have been neglected by governments and the Bank should look into this in redesigning its programmes. Development partners should also make efforts to support universities as a whole and not pick and choose departments and programmes that they like to support.

- The knowledge of building the capacities of the Private Sector would need to be improved both by the donor community and governments.
- The importance of building local consensus in terms of capacity building initiatives assisted by the Bank was emphasized, as was the need for oversight of capacity building in the PRSP's.
- Migration and development are not moving together. Linkages between migration and development need to be seriously considered. The effects of migration on all initiatives such as MDGs, NEPAD and others have to be taken into account. Migration is not included in the development framework. The close linkage between migration and capacity development should be made. Human resource development (HRD) must be one component of the whole framework of development, i.e. HRD looked at in a comprehensive way in terms of retention, incentives, ICT, youth, professionals, etc. Local capacity building in the rural sector, innovative use of local capacity in the rural sector and contributions of the Diaspora were raised. There is a need for policy and structure to mobilize resources – financial and human resources – from the Diaspora. Resource outflow should be balanced against resource inflow. There is hardly information on what skills exist in country and outside. Regional sharing of experts should be given attention. Faith-based organizations and Banks working through existing channels should be used to build local capacity.

Finally, a member of the WB taskforce made the following observations on how the task force work can go forward:

- The workshop discussions have helped to test the hypothesis of the concept paper.
- The Bank will think through the hypothesis. The suggestions will also impact the way the task force approaches the case studies. It will be important not to focus on success stories alone but also on those, which failed for possible lessons that they could provide.
- The website will be used for further interaction to enrich the concept paper.
- The real challenges are not to produce a report at the end of June but rather to use this process of working together to do better in capacity building.

## Annex 1.

### **List of Participants**

#### **Capacity Building in Africa: “Effective States and Engaged Societies”**

Joint Workshop sponsored by AfDB, UNECA and the World Bank

*Addis Ababa, February 24 – 25, 2005*

Mr. Adebabay Abay  
Ministry of Capacity Building  
Addis Ababa  
Ethiopia  
Tel: 251 1 23 99 14  
Cell: 251 9 25 42 27  
Email: [adebabay\\_9@yahoo.com](mailto:adebabay_9@yahoo.com)

Mr. Kumlachew Aberra,  
Director, Civil Service Reform Program,  
Ministry of Capacity Building,  
P.O. Box 5517,  
Addis Ababa, Ethiopia.  
Tel: 251 1 223728  
Fax: 251 1 223747  
Email: [csrptms@telecom.net.et](mailto:csrptms@telecom.net.et)

Prof. Said Adejumobi  
Department of Political Science  
Lagos State University  
PMB 1087 Apapa  
Lagos, Nigeria  
Tel: 234 803 3482124  
Fax: 234 1 2694413  
Email: [adesaid@hotmail.com](mailto:adesaid@hotmail.com)

Prof. Yaw Agyeman-Badu  
Deputy Rector  
GIMPA  
P.O. Box AH50, Achimota  
Accra, Ghana  
Tel: 233 21 403046/21595666  
Fax: 233 21 405 805/400457  
Email: [ybadu2003@yahoo.com](mailto:ybadu2003@yahoo.com)

Mr. Ahoba Piex Joseph Aipui  
Head of Section Human Resources  
ECOWAS  
PMB 401  
Abuja, Nigeria  
Tel: 234 805 58 35 060

Cell: 234 9 314 3005  
Email: [ahobapiex@yahoo.fr/jahoba@ecowasmail.net](mailto:ahobapiex@yahoo.fr/jahoba@ecowasmail.net)

Prof. Olusanya Ajakaiye  
Research Director, AERC  
Middle East Bank Towers  
3rd Floor, Milimini Road  
P. O. Box 62882, 00200  
Nairobi, KENYA  
Tel: 254 20 2734150/7  
Fax: 254 20 2734170/3  
Email: [Olu.Ajakaiye@aercafrica.org](mailto:Olu.Ajakaiye@aercafrica.org)

Mr. Ermyas Amelga  
Executive Director  
APEX Bottling Co  
P.O. Box 18767  
Addis Ababa  
Ethiopia  
Tel: 251 1 42 18 00  
Fax: 251 1 43 15 70  
Email: [ermyasamelga@yahoo.com](mailto:ermyasamelga@yahoo.com)

Mr. Asmelash Beyene  
African Institute of Management, Development & Governance  
P.O. Box 15293  
Addis Ababa  
Ethiopia  
Tel: 251 1 61 31 90  
Email: [asmelashbeyene@hotmail.com](mailto:asmelashbeyene@hotmail.com)

Mr. Jean Ives Bonzi  
Coordinator  
Youth for Peace in Africa Foundation (YPA)  
Postbus 75297  
1070 AG Amsterdam  
Tel: 31 63 841 1142  
Fax: 31 20 420 3832  
Email: [bonzives@yahoo.fr](mailto:bonzives@yahoo.fr)

Mr. Louis Amedee Darga  
Managing Partner  
StraConsult  
2, Johanna Street,  
Port-Louis, Mauritius  
Tel: 230-210-7033/7427  
Fax: 230-210-7177  
Email: [straconsult@intnet.mu](mailto:straconsult@intnet.mu)

Mr. David Kobla Fiankor  
Head of Information & Doc

Institute of Local Government Studies  
P.O. Box LG549  
Legon -Accra  
Ghana  
Tel: 233-21 505581  
Fax: 233-21-508818  
Email: [mfiankor@hotmail.com](mailto:mfiankor@hotmail.com)

Mr. Chris Itsede  
Director General  
WAIFEM  
PMB 2001  
Satecute Town  
Lagos, Nigeria  
Tel: 234 1 589 0735  
Fax: 234 1 5890542  
Email: [citsede@waifem.org](mailto:citsede@waifem.org)

Mr. Mumba S Kapumpa  
Mumba S Kapumpa Advocates  
P.O. Box 33066  
7<sup>th</sup> Floor Godfrey House  
Kabelenga/Longolongo Roads  
Lusaka, Zambia  
Tel: 260 1 225 825  
Cell: 260 96 762 035  
Fax: 260 1 225 826  
Email: [mskadvocates@zamtel.zm](mailto:mskadvocates@zamtel.zm)

Mr. Peter K. Kiuluku  
Management Consultant  
ESAMI  
P.O. Box 3030  
Arusha, Tanzania  
Tel: 255 27 2508387  
Fax: 255 27 2508285  
Email: [pkiuluku@esamihq.ac.tz](mailto:pkiuluku@esamihq.ac.tz)

Mr. Garbis Korajian  
G.S.A. Consultant  
P.O. Box 1540  
Addis Ababa  
Ethiopia  
Tel: 251 1 57 70 04  
Email: [gabekorajian@hotmail.com](mailto:gabekorajian@hotmail.com)/[gabekorajian@yahoo.com](mailto:gabekorajian@yahoo.com)

Mr. Andrew Boamah Koranteng  
Chief Management Analyst  
Office of Head of the Civil Service  
P.O. Box M40  
Accra, Ghana

Tel: 233 21-660032

Prof. Mouftaou Laleye  
Director CAPAN (National Assembly Policy Analysis Unit)  
01 BP 3190  
Port Novo, Benin Republic  
Tel: 229 320162  
Cell: 229 952 411  
Fax: 229 30 7595  
Email: [omlaleye@yahoo.fr](mailto:omlaleye@yahoo.fr) / [omlaleye@hotmail.com](mailto:omlaleye@hotmail.com)

Mr. Anthony .M. Maruping  
Executive Director  
MEFMI, CABS Centre, Jason Moyo Ave.  
Harare, Zimbabwe  
Tel: 263-4735076  
Fax: 263-4252165  
Email: [Mothea.Maruping@mefmi.org](mailto:Mothea.Maruping@mefmi.org)

Ms. Lizette Michael  
Senior Expert in Public Administration  
CAFRAD,  
B.P. 310  
Tangier 90001 - Morocco  
Tel: 212 -93322707 or 212-61307269  
Fax: 212-93325785  
Email: [lizette@cafrad.org](mailto:lizette@cafrad.org) / [cafrad@cafrad.org](mailto:cafrad@cafrad.org)

Prof. Ahmed Mohiddin  
158A Crystal Palace Road, East Dulwich,  
London, SE 229 EP/  
P.O. Box 98219, Mombassa, Kenya  
Tel: 44 733 777 195 (Kenya)  
Tel: 44 208 693 5733 (UK)  
Tel: 613 239 0001 (Canada)  
Email: [amohiddin@wilmo.net](mailto:amohiddin@wilmo.net) / [mohiddinahmed@hotmail.com](mailto:mohiddinahmed@hotmail.com)

Mr. Harris Mule  
Executive Director  
Top Investment & Management Services (TIMS) Limited  
Electricity House, Harambee Avenue  
Nairobi, Kenya  
Tel: 254- 20 252433  
Fax: 254- 20 331068  
Email: [hmule@githongo.com](mailto:hmule@githongo.com)

Prof. Gelase Mutahaba  
Chief Technical Advisor  
President's Office, PSM  
P.O. Box 2483  
Dar es Salaam, Tanzania

Tel: 255-22-2131366  
Cell: 255 748 499969  
Fax: 255-22-2131365  
Email: [gelasemutahaba@estabs.go.tz](mailto:gelasemutahaba@estabs.go.tz) / [gelasemutahaba@yahoo.co.uk](mailto:gelasemutahaba@yahoo.co.uk)

Mr. Cunningham T. Ngcukana  
Programme Director Governance Peace & Security  
NEPAD  
P.O. Box 1234  
Halfway House  
Midrand, South Africa  
Tel: 27 11 313-3574  
Fax: 27 11 313 3583  
Email: [cunninghamn@nepad.org](mailto:cunninghamn@nepad.org)

Mrs. Ndidi Okonkwo Nwuneli  
Founder/CEO  
7B Bisola Durosinmi Etti Drive  
Off Admiralty Way, Lekki Phase 1 Lagos,  
P.O Box 75427, Victoria Island,  
Lagos, Nigeria  
Tel: 234-1-270 6541/2  
Cell: 234 8033551855  
Fax: 234 8033551855  
Email: [nwuneli@leapafrika.org](mailto:nwuneli@leapafrika.org)

Prof. Maria Nzomo  
Kenya Ambassador –Zimbabwe  
Kenya High Commission  
95 Park Lane  
P.O. Box 4069  
Harare, Zimbabwe  
Tel: 263-4-704833/704820  
Fax: 263-4-723042/263-4-882275  
Email: [nzomomaria@hotmail.com](mailto:nzomomaria@hotmail.com) / [kenhicom@africaonline.co.zw](mailto:kenhicom@africaonline.co.zw)

Prof. Adebayo Olukoshi  
Executive Secretary  
CODESRIA  
B.P. 3304  
Dakar, Senegal  
Tel: 221 824 0374  
Fax: 22 18 241289  
Email: [adebayo.olukoshi@codesria.sn](mailto:adebayo.olukoshi@codesria.sn)

Prof. François Rajaoson  
University of Antananarivo  
P.O. Box 3714 Antananarivo  
Madagascar  
Tel: 261-20-222 7268  
Fax: 261-20 2227926 / 2231815

Email: [frajaoson@wanadoo.mg](mailto:frajaoson@wanadoo.mg)

Mr. Richard Randriamandrato,  
Chief Planning Officer  
COMESA  
Ben Bella Road, P O Box 30051  
Lusaka, Zambia  
Tel: 260 1 22 97 25  
Fax: 260 122 5107  
Email: [spr@comesa.int](mailto:spr@comesa.int)

Mr. Gati Seybou  
Deputy Executive Secretary  
Economic Community of West Africa States (ECOWAS)  
P.O. Box 401  
Abuja, Nigeria  
Tel: 234 9 314 2104/7647-9  
Fax: 234-9 3145016/ 3005/7646  
Email: [sgati@ecowasmail.net](mailto:sgati@ecowasmail.net)

Ms. Zenebework Tadesse  
President  
CODESRIA  
P.O. Box 10301  
Addis Ababa  
Ethiopia  
Tel: 251 1 57 29 90 /91  
Fax: 251 1 57 29 79  
Email: [zentad@telecom.net.et](mailto:zentad@telecom.net.et)

Mr. Enemanachew Yimamu  
OSSREA  
P.O. Box 31971  
Addis Ababa  
Ethiopia  
Tel: 251 1 239484  
Fax: 251 1 551399  
Email: [Enemanachew@ossrea.net](mailto:Enemanachew@ossrea.net)

**World Bank (WB)**

Mr. Callisto E. Madavo  
Special Advisor to the President  
World Bank  
1818 H Street N.W  
Washington D.C. 20433  
USA  
Tel: 1- 202-4582856  
Email: [cmadavo@worldbank.org](mailto:cmadavo@worldbank.org)

Mr. Benno Ndulu  
Research Manager

World Bank  
1818 H. Street, NW  
Washington D.C., USA.  
USA  
Tel: 1-202-4731056  
Email: [bndulu@worldbank.org](mailto:bndulu@worldbank.org)

Mr. Michael Sarris  
Director World Bank Institute,  
World Bank  
1818 H. Street, NW  
Washington D.C., USA  
Tel: (1-202) 473-4009  
Email: [msarris@worldbank.org](mailto:msarris@worldbank.org)

Ms. Ita Mannathoko  
Advisor to the Executive Director  
Africa Group 1  
World Bank  
1818 H. Street, NW  
Washington D.C., USA  
USA  
Tel: 1-202-458-8731  
Email: [imannathoko@worldbank.org](mailto:imannathoko@worldbank.org)

Mr. Laurence Clarke  
Country Manager, Angola  
World Bank  
Luanda, Angola  
Tel: 244 2 394778  
Fax: 244 912-500-709  
Email: [Lclarke@worldbank.org](mailto:Lclarke@worldbank.org)

Mr. Poul Engberg-Pedersen  
Task Force Member  
World Bank  
1818 H. Street, NW  
Washington D.C., USA  
Tel: 1-202-473-4057  
Email: [pengbergpedersen@worldbank.org](mailto:pengbergpedersen@worldbank.org)

Ms. Pamela Khumbah  
World Bank  
1818 H. Street, NW  
Washington D.C., USA  
Tel: 1-202-473-8908  
Email: [pkhumbah@worldbank.org](mailto:pkhumbah@worldbank.org)

**African Development Bank (AfDB)**

Mr. Ibrahim Diallo  
Manager,

African Development Institute,  
African Development Bank  
B. P 323 1002  
Tunis, Belvedere  
Tunisia  
Tel: 216-71102160  
Fax: 216-71103779  
Email: [i.diallo@afdb.org](mailto:i.diallo@afdb.org)

Mr. Negatu Makonnen  
Principal Training Officer  
African Development Institute,  
African Development Bank  
B. P 323 1002  
Tunis, Belvedere  
Tunisia  
Tel: 216 71103036  
Fax : 216-71103779  
Email: [n.makonnen@afdb.org](mailto:n.makonnen@afdb.org)

Mr. Pierre Seya  
Resident Representative AfDB  
Ethiopia Country Office  
P.O. Box 25543 Code 1000  
Addis Ababa  
Ethiopia  
Tel: 251 1 627741  
Fax: 251 1 62 77 42  
Email: [adbetco@telecom.net.et](mailto:adbetco@telecom.net.et) / [tiseya@afdb.org](mailto:tiseya@afdb.org)

**African Capacity Building Foundation (ACBF)**

Mr. Soumana Sako  
Executive Secretary  
The African Capacity Building Foundation  
P.O. Box 1562  
Intermarket Life Tower  
7<sup>th</sup> Floor  
CNR Jason Moyo Avenue/Sam Nujoma St.  
Harare, Zimbabwe  
Tel: 263 4 702931/2  
Fax: 263-4 702915/792894  
Email: [s.sako@acbf-pact.org](mailto:s.sako@acbf-pact.org)

Mr. Apollinaire Ndurukwigira  
Programme Leader  
Operations Zone I  
The African Capacity Building Foundation  
P.O. Box 1562  
Intermarket Life Tower  
7<sup>th</sup> Floor  
CNR Jason Moyo Avenue/Sam Nujoma St.

Harare, Zimbabwe  
Tel: 263 4 702931  
Fax: 263-4 702915  
Email: [a.ndorukwigira@acbf-pact.org](mailto:a.ndorukwigira@acbf-pact.org)

Mr. Samba Ka  
Programme Team Leader  
Organizations Zone III  
The African Capacity Building Foundation  
P.O. Box 1562  
Intermarket Life Tower  
7<sup>th</sup> Floor  
CNR Jason Moyo Avenue/Sam Nujoma St.  
Harare, Zimbabwe  
Tel: 263-4 702931  
Fax: 263-4 702915/792894  
Email: [s.ka@acbf-pact.org](mailto:s.ka@acbf-pact.org)

Mr. Edwin Forlemu  
Special Assistant to the Executive Secretary  
and Manager Legal Department  
The African Capacity Building Foundation  
P.O. Box 1562  
Harare, Zimbabwe  
Tel: 263-4 790398/9  
Fax: 263-4702915  
Email: [e.forlemu@acbf-pact.org](mailto:e.forlemu@acbf-pact.org)

Mr. Genevesi Ogiogio  
Manager  
Knowledge Management and  
Programme Support Department  
The African Capacity Building Foundation  
P.O. Box 1562  
Intermarket Life Tower  
7<sup>th</sup> Floor  
CNR Jason Moyo Avenue/Sam Nujoma St.  
Harare, Zimbabwe  
Tel: 263-4 0700208  
Fax: 263-4 702915  
Email: [g.ogiogio@acbf-pact.org](mailto:g.ogiogio@acbf-pact.org)

Mr. Adeboye Adeyemo  
Programme Officer  
The African Capacity Building Foundation  
P.O. Box 1562  
Intermarket Life Tower  
7<sup>th</sup> Floor  
CNR Jason Moyo Avenue/Sam Nujoma St.  
Harare, Zimbabwe  
Tel: 263-4 702931/2

Fax: 263-4 702915/792894  
Email: [a.adeyemo@acbf-pact.org](mailto:a.adeyemo@acbf-pact.org)

**African Union (AU)**

Mr. Charles K Awitor  
Senior Economist  
African Union  
P.O. Box 3243  
Addis Ababa  
Ethiopia  
Tel: 251 1 51 49 57 / 51 77 00 ext.345  
Fax: 251 1 51 78 44  
Email: [cawitor@yahoo.fr](mailto:cawitor@yahoo.fr) / [ckawit@hotmail.com](mailto:ckawit@hotmail.com)

Ms. Mary Maboreke  
African Union Commission  
P.O. Box 3243,  
Addis Ababa  
Ethiopia  
Tel: 251 1 52 58 48 / 51 77 00 (Ext. 220)  
Fax: 251 151 30 36/ 517844  
Email: [maborekem@africa-union.org](mailto:maborekem@africa-union.org) / [faraimary@yahoo.co.uk](mailto:faraimary@yahoo.co.uk)

**International Organisation for Migration (IOM)**

Ms. Sethi Meera  
Regional Advisor for Sub Saharan Africa  
International Organization for Migration (IOM)  
7 rue des Morillons  
P.O. Box71  
Geneva, Switzerland  
Tel: 41-22-7179364  
Fax: 41 22 7986150  
Email: [msethi@iom.int](mailto:msethi@iom.int)

Mr. Charles Kwenin  
Head  
International Organization for Migration (IOM)  
P.O. Box 25283 code 1000  
Addis Ababa  
Ethiopia  
Tel: 251 1 504028  
Fax: 251 1 534299  
Email: [ckwenin@iom.int](mailto:ckwenin@iom.int)

**International Monetary Fund (IMF)**

Mr. George Tsibouris  
Advisor-African Department  
International Monetary Fund (IMF)  
700 19<sup>th</sup> ST NW  
Washington D.C  
USA

Tel: 1-202- 623 5632  
Fax: 1-202- 5895632  
Email: [Gtsibouris@imf.org](mailto:Gtsibouris@imf.org)

Mr. Bassirou A. Sarr  
Centre Coordinator  
East Africa Regional Technical Assistance Center  
(IMF EAST-AFRITAC)  
PPF Tower 6<sup>th</sup> Floor  
P.O. Box 10054  
Dar es Salaam  
Tanzania  
Tel: 255-22-213-4342  
Fax: 255-22-213-7827  
Email: [Bsarr@imf.org](mailto:Bsarr@imf.org)

United Nations Development Programme (UNDP)

Mr. Terence D. Jones  
Director, Capacity Development Group, Bureau for Development Policy  
UNDP  
304 East 45 TA Street  
New York, NY 10017  
USA  
Tel: 212-9065129  
Fax: 212-906-5896  
Email: [terence.d.jones@undp.org](mailto:terence.d.jones@undp.org)

Mr. Georges Nzongola-Ntalaga  
UNDP Oslo Governance Centre  
Director  
Inkognitogaten 18, N-0256  
Oslo, Norway  
Tel: 47 22122705 /2700  
Fax: 47 2212 270  
Email: [nzongola@aol.com](mailto:nzongola@aol.com) / [oslogovcentre@undp.org](mailto:oslogovcentre@undp.org)/[georges.nzongola-ntalaja@undp.org](mailto:georges.nzongola-ntalaja@undp.org)

Mr. Joseph L.M. Mugore  
Chief and Senior Governance Advisor  
UNDP Regional Service Centre for Eastern and Southern Africa  
7 Naiuasha Rd, Sunrising Hill  
Johannesburg, 2157, South Africa  
Tel: 27 11 603 5002  
Fax: 27 11 603 5071  
Email: [joseph.mugore@undp.org](mailto:joseph.mugore@undp.org)

Ms. Vinetta Robinson  
UNDP  
Economic Advisor  
P.O. Box 5580  
Addis Ababa  
Ethiopia

Tel: 251 1 511283  
Fax: 251 1514599  
Email: [vinetta.robinson@undp.org](mailto:vinetta.robinson@undp.org)

**United Nations Children's Fund (UNICEF)**

Mr. Abdul Mohammed  
UNICEF Special Representative to AU/ECA/NEPAD  
P.O. Box 1169  
Addis Ababa  
Tel: 251 1- 44 53 56  
Fax: 251 1- 51 16 28  
Email: [amohammed@unicef.org](mailto:amohammed@unicef.org)

**United Nations Economic Commission for Africa (UNECA/ECA)** Madame Josephine Ouedraogo

Acting Deputy Executive Secretary  
Office of the Executive Secretary  
ECA  
P. O. Box 3001  
Addis Ababa  
Ethiopia  
Tel: 251 1- 51 11 65  
Fax: 251 1- 51 90 29  
Email: [Jouedraogo@uneca.org](mailto:Jouedraogo@uneca.org)

Mr. George Alibaruho  
Principal Advisor to the Executive Secretary  
Office of the Executive Secretary  
ECA  
P. O. Box 3001  
Addis Ababa  
Ethiopia  
Tel: 251 1 51 14 65  
Fax: 251 1 51 25 95  
Email: [galibaruho@uneca.org](mailto:galibaruho@uneca.org)

Ms. Jennifer Kargbo  
Officer in Charge, DPMD  
ECA  
P. O. Box 3001  
Addis Ababa  
Ethiopia  
Tel: 251 1 - 44 52 43  
Fax: 251 1- 51 19 53  
Email: [jkargo@uneca.org](mailto:jkargo@uneca.org)

Prof. Augustin Fosu  
Director  
Economic & Social Policy Division  
ECA  
P.O. Box 3001

Addis Ababa  
Ethiopia  
Tel: 251 1-51 10 56  
Fax: 251 1-51 03 89  
Email: [afosu@uneca.org](mailto:afosu@uneca.org)

Mr. Kojo Busia  
Development Management Officer  
DPMD / ECA  
P. O. Box 3001  
Addis Ababa  
Tel: 251 1 -445439  
Fax: 251 1- 511953  
Email: [kbusia@uneca.org](mailto:kbusia@uneca.org)

Mr. Kaleb Demeksa  
Development Management Officer  
DPMD / ECA  
P. O. Box 3001  
Addis Ababa  
Ethiopia  
Tel: 251 1-443385  
Fax: 251 1- 511953  
Email: [kdemeksa@uneca.org](mailto:kdemeksa@uneca.org)

Ms. Emebet Mesfin  
Associate Development Management Officer  
DPMD / ECA  
P. O. Box 3001  
Addis Ababa  
Ethiopia  
Tel: 251 1- 445486  
Fax: 251 1- 511953  
Email: [emesfin@uneca.org](mailto:emesfin@uneca.org)

Mr. Assefa Gebre  
Research Assistant  
DPMD / ECA  
P. O. Box 3001  
Addis Ababa  
Ethiopia  
Tel: 251 1- 443247  
Fax: 251 1- 511953  
Email: [agebre@uneca.org](mailto:agebre@uneca.org)

Ms. Yeshiemebet Araya  
Secretary  
DPMD / ECA  
P. O. Box 3001  
Addis Ababa

Ethiopia  
Tel: 251 1-443306  
Fax: 251 1-511953  
Email: [yaraya@uneca.org](mailto:yaraya@uneca.org)

Mr. Mamadi Kourouma  
Development Management Officer  
DPMD / ECA  
P. O. Box 3001  
Addis Ababa  
Ethiopia  
Tel: 251 1- 443676  
Fax: 251 1- 511953  
Email: [mkourouma@uneca.org](mailto:mkourouma@uneca.org)

Mr. Mzwanele Mfunwa  
Development Management Officer  
DPMD / ECA  
P. O. Box 3001  
Addis Ababa  
Ethiopia  
Tel: 251 1-443259  
Fax: 251 1- 511953  
Email : [mmfunwa@uneca.org](mailto:mmfunwa@uneca.org)

Ms. Hodane Youssouf  
Development Management Officer  
DPMD / ECA  
P. O. Box 3001  
Addis Ababa  
Ethiopia  
Tel: 251 1 4452455  
Fax: 251 1 511953  
Email: [hyoussouf@uneca.org](mailto:hyoussouf@uneca.org)

Mr. Guy Ranaivomanana  
Development Management Officer  
DPMD / ECA  
P. O. Box 3001  
Addis Ababa  
Ethiopia  
Tel: 251 1- 443156  
Fax: 251 1- 511953  
Email: [granairomanana@uneca.org](mailto:granairomanana@uneca.org)

Mr. Stephane Oertel  
Development Management Officer  
DPMD / ECA  
P. O. Box 3001  
Addis Ababa  
Ethiopia

Tel: 251 1- 445030  
Fax: 251 1- 511953  
Email: [soertel@uneca.org](mailto:soertel@uneca.org)

Mr. Frederic Nikiema  
Associate Development Management Officer  
DPMD / ECA  
P. O. Box 3001  
Addis Ababa  
Ethiopia  
Tel: 251 1- 443307  
Fax: 251 1- 511953  
Email : [fnikiema@uneca.org](mailto:fnikiema@uneca.org)

Mr. Dawit Tesfaye  
Associate Development Management Officer  
DPMD / ECA  
P. O. Box 3001  
Addis Ababa  
Ethiopia  
Tel: 251 1- 443141  
Fax: 251 1-511953  
Email : [dawitt@uneca.org](mailto:dawitt@uneca.org)

Ms. Tigist Gebreab  
Secretary  
DPMD / ECA  
P. O. Box 3001  
Addis Ababa  
Ethiopia  
Tel: 251 1- 443454  
Fax: 251 1- 511953  
Email: [tgebreab@uneca.org](mailto:tgebreab@uneca.org)

Ms. Genet Beyene  
DPMD / ECA  
P. O. Box 3001  
Addis Ababa  
Ethiopia  
Tel: 251 1- 443497  
Fax: 251 1- 511953  
Email: [gbeyene@uneca.org](mailto:gbeyene@uneca.org)

Mr. Francis Inganji  
Programme Management Officer  
ECA / OPC  
P.O. Box 3001  
Addis Ababa  
Ethiopia  
Tel: 251 1 44 32 16  
Fax: 251 1 51 44 61

Email: [ingangi22@yahoo.co.uk](mailto:ingangi22@yahoo.co.uk) / [inganji22@yahoo.co.uk](mailto:inganji22@yahoo.co.uk)