

THE BONN WORKSHOP CONSENSUS

We recognize that capacity development is critical for sustainable development and national ownership. It is primarily a developing country responsibility.

Capacity development is a fundamental change process requiring that:

- a) Developing countries commit to the capacity development of their human resources, systems and institutions at all levels, and
- b) External partners commit to strengthen their own capacity and adapt their approaches to deliver responsive support for capacity development.

Six areas of action:

- Developing countries agree to integrate capacity development as a core element of national, sector and thematic development efforts.
- Developing countries will take the lead in addressing key systemic issues that undermine capacity development, with support from external partners as required.
- To enable developing countries to exercise ownership of capacity development through technical cooperation, external partners agree to a) the joint selection and management of technical cooperation to support local priorities and b) expand the choice of technical cooperation providers to ensure access to sources of local and South-South expertise.
- Developing countries and external partners also jointly commit to enable the capacity development of civil society and the private sector to play their development roles more fully.
- In situations of fragility, notably in post conflict, external partners will provide tailored and coordinated capacity development support for core state functions earlier and for a longer period. Interim measures should be appropriately sequenced and lead to sustainable capacities and local institutions.
- Beyond Accra, developing countries and external partners jointly agree to a strengthened and consolidated international effort to expand capacity development knowledge and apply resulting good practice.

“Capacity development: Accra and beyond”

Summary conclusions of the Bonn workshop, 15-16 May 2008

This summary report offers a synthesis of the conclusions that emerged from the Bonn workshop. This includes the workshop background and process as well as key consensus messages. A substantive Annex integrates more specific workshop messages and recommendations in “Perspectives on Capacity Development for Accra and Beyond”. All workshop documentation, including one-page summaries prepared for individual break out groups will be available at www.oecd.org/capacitydevelopment.

Background to the Bonn workshop

The OECD Development Assistance Committee (DAC) and the German Ministry for Economic Cooperation and Development (BMZ) co-sponsored this workshop. It was proposed as a forum for representatives from both South and North to vet their opinions openly on the importance of capacity development as a priority theme for the Accra High Level Forum.

The workshop was organised in Bonn, Germany and used the facilities of the BMZ. It was co-chaired by Dr. Talaat Abdel-Malek (core member of the Accra “Contact Group”) and Mr. Richard Manning (former chair of the DAC and co-chair of the Accra Round Table 9 on “aid architecture”). It took place over two days (15-16 May 2008) and featured a reception the night before. To assist in workshop meeting management, a “steering group” was created, composed of a small number of activists in the CD field who played an active role in conceiving and managing the event.

The objectives of the workshop were twofold:

- *“For Accra”*: To derive a series of key capacity development messages for the relevant Accra Round Tables and for the Accra Agenda for Action (AAA).
- *“Beyond Accra”*: To reflect on post Accra capacity development action through 2011 as well as a longer term vision and direction that could help to address governance, institutional and policy constraints to capacity.

Workshop presenters, chairs, facilitators and rapporteurs focussed on two sets of questions: (i) Which concrete and actionable propositions (What, Why and How) should inform the Round Table processes and shape the AAA? (ii) What are the strategic priorities and steps to be taken during the triennium following Accra?

Agenda

The workshop agenda (**see Annex 1**) was structured so as to draw out substantive, experience-based messages on capacity development in relation to the two workshop objectives:

Accra objective: The Thursday morning session examined an OECD report of capacity development issues within each of the Accra preparatory work streams (“*Synthesis Report: Capacity Development on the Road to Accra*”) which is structured around individual Round Table messages and culminates with those of the AAA. Thursday morning and afternoon break out

groups contained 3-4 short fieldwork presentations and a structured format to focus on capacity development discussion at the level of on each Round Table. Friday morning “open space” break out groups broadened the capacity development debate beyond the Round Tables so that the co-chairs could arrive at clearly shaped messages on capacity development for the AAA by the end of Friday afternoon.

Beyond Accra objective: On Thursday morning the “Framing the Debate” discussion provided a commonly understood basis for overall reflection on the topic of capacity development. As background two presentation were made on (i) the current DAC guidance on capacity development “*Working Towards Good Practice*” and (ii) a substantive working paper “*Perspectives on Capacity Development for Accra and Beyond*”, prepared in collaboration with a workshop reference group. This framework was enriched by the intervening Round Table and Open Space break-out discussions and culminated late Friday afternoon with observations from the co-chairs on the future. A lunch discussion among capacity development networks and a post-workshop Saturday morning meeting on the LenCD network offered further insight into the organisation options for capacity development work into the future.

Workshop attendance

The workshop aimed to bring together both a strong Southern voice and a wide spectrum of interested capacity development specialists. It succeeded in assembling 68 participants and an additional 25 part-time or special observers (see **Annex 2:** Participant List). They included experts and practitioners of capacity development from developing countries, the donor community, specialised institutions and networks. The total number of participants were equally divided between South and North. Members of the organising groups for all nine Accra Round Tables were represented and 19% of the participants were affiliated with the regional preparatory events leading up to Accra.

Participants from the South came from official institutions (55%), civil society organisations (20%) and private occupations (25%). Participants from the North were drawn heavily from the donor community (83%) but also included members of civil society groups (9%) and private specialists (8%). A quarter of all participants was female.

Workshop results

Objective 1: “For Accra”

Round Table organizers and interested participants used the individual Round Table break-out groups to derive specific messages in capacity development for their own Round Table processes leading to Accra. The Steering Group distilled these messages on the evening of the first day into a more succinct and prioritized list of messages for the AAA. That result was debated, adopted unanimously by the participants and dubbed the “**Bonn Workshop Consensus**” by the co-chairs.

The consensus first makes clear the resolve of both South and North to pursue common efforts towards enhanced capacity in the developing countries as a significant integrating force for the development cooperation agenda. Participants further highlighted the importance of capacity development as the “other side of the coin” of partner country ownership.

The preamble of the consensus states WHAT partner countries and donors which to achieve.

WE RECOGNIZE THAT CAPACITY DEVELOPMENT IS CRITICAL FOR SUSTAINABLE DEVELOPMENT AND NATIONAL OWNERSHIP. IT IS PRIMARILY A DEVELOPING COUNTRY RESPONSIBILITY.

CAPACITY DEVELOPMENT IS A FUNDAMENTAL CHANGE PROCESS REQUIRING THAT:

- c) DEVELOPING COUNTRIES COMMIT TO THE CAPACITY DEVELOPMENT OF THEIR HUMAN RESOURCES, SYSTEMS AND INSTITUTIONS AT ALL LEVELS, AND*
- d) EXTERNAL PARTNERS COMMIT TO STRENGTHEN THEIR OWN CAPACITY AND ADAPT THEIR APPROACHES TO DELIVER RESPONSIVE SUPPORT FOR CAPACITY DEVELOPMENT.*

This preamble is followed by a statement of HOW partner countries and donors intend on pursuing this objective, through six specifically targeted actions.

- DEVELOPING COUNTRIES AGREE TO INTEGRATE CAPACITY DEVELOPMENT AS A CORE ELEMENT OF NATIONAL, SECTOR AND THEMATIC DEVELOPMENT EFFORTS.
- DEVELOPING COUNTRIES WILL TAKE THE LEAD IN ADDRESSING KEY SYSTEMIC ISSUES THAT UNDERMINE CAPACITY DEVELOPMENT, WITH SUPPORT FROM EXTERNAL PARTNERS AS REQUIRED.
- TO ENABLE DEVELOPING COUNTRIES TO EXERCISE OWNERSHIP OF CAPACITY DEVELOPMENT THROUGH TECHNICAL COOPERATION, EXTERNAL PARTNERS AGREE TO A) THE JOINT SELECTION AND MANAGEMENT OF TECHNICAL COOPERATION TO SUPPORT LOCAL PRIORITIES AND B) EXPAND THE CHOICE OF TECHNICAL COOPERATION PROVIDERS TO ENSURE ACCESS TO SOURCES OF LOCAL AND SOUTH-SOUTH EXPERTISE.
- DEVELOPING COUNTRIES AND EXTERNAL PARTNERS ALSO JOINTLY COMMIT TO ENABLE THE CAPACITY DEVELOPMENT OF CIVIL SOCIETY AND THE PRIVATE SECTOR TO PLAY THEIR DEVELOPMENT ROLES MORE FULLY.
- IN SITUATIONS OF FRAGILITY, NOTABLY IN POST CONFLICT, EXTERNAL PARTNERS WILL PROVIDE TAILORED AND COORDINATED CAPACITY DEVELOPMENT SUPPORT FOR CORE STATE FUNCTIONS EARLIER AND FOR A LONGER PERIOD. INTERIM MEASURES SHOULD BE APPROPRIATELY SEQUENCED AND LEAD TO SUSTAINABLE CAPACITIES AND LOCAL INSTITUTIONS.
- BEYOND ACCRA, DEVELOPING COUNTRIES AND EXTERNAL PARTNERS JOINTLY AGREE TO A STRENGTHENED AND CONSOLIDATED INTERNATIONAL EFFORT TO EXPAND CAPACITY DEVELOPMENT KNOWLEDGE AND APPLY RESULTING GOOD PRACTICE.

At their special lunch session, representatives of Round Table organising groups present committed to help integrate the capacity development messages of the workshop into their own Round Table preparation.

Objective 2: "Beyond Accra"

Specific messages and suggestions for future work on capacity development were aired during the many thematic sessions and have been assembled in **Annex 3** "Perspectives on Capacity Development for Accra and Beyond". Annex 3 is constructed around the six actions of the Bonn Workshop Consensus. Each action contains themes that require attention and may suggest a basis for actual follow up. The "What?" column notes the area requiring attention, the "Why?"

column provides a simple rationale on why this is critical for the capacity development agenda and the “How?” column identifies potential actions.

The final action of the six-point Accra Workshop Consensus urges “a strengthened and consolidated effort” as the collective opinion of workshop participants on this topic. It also promotes a focus on expanding capacity development knowledge and applying the resulting good practice. The various capacity development networks and initiatives were asked to sort out a common working arrangement prior to the Accra HLF, so as to better join up and more effectively implement the priorities of capacity development in the post-Accra era. It was also recognized that the DAC has the potential to play an important convening role in relation to these various capacity development efforts. Encouragement was expressed for stronger collective process as the mandate to do so emerges from Accra. Bilateral and multilateral donors present noted their support for more joined up action in the future on capacity issues.

The bottom line from both workshop and post-workshop discussion is to suggest considerable room for broad based forward motion “Beyond Accra” for capacity development. Potential ideas for consideration will need to be reassessed in September following the issuance of the final Accra Agenda for Action. They include:

- A future action focus for capacity development on the medium term between Accra and the 2011 HLF event, appropriately informed by a longer term vision for capacity development that provides perspective and a sense of operational priorities.
- A dialogue on capacity development that includes both Southern and Northern actors, with leadership provided by the developing countries to the extent feasible.
- An initial capacity development agenda for a more joined up international effort that reflects the priorities contained in the Bonn Workshop Consensus (sector focus, systemic issues, technical cooperation, enabling civil society and the private sector, fragile contexts).
- A major emphasis on learning about capacity development which takes place primarily at the country level and makes use of South-South knowledge exchange. Good practices should be identified and incentives be put in place to encourage their greater operational use.
- A lightly structured and operationally focused international effort to support common vision and common effort in capacity development. Networks and institutions from both South and North could join forces with the DAC to form an informal secretariat which can assist the capacity development community better frame its common understanding and effort in this area.

Next Steps

(i) Subsequent to the Bonn workshop, the Bonn Workshop Consensus will be forwarded to the HLF Steering Committee (before 27 May) for suggested inclusion in the Accra Agenda for Action.

(ii) Workshop conclusions will be used by the DAC Secretariat to produce (late June) a simply written report for Accra on the topic of capacity development.

(iii) The results of the Bonn workshop will become a primary reference for an internal DAC strategy (October 2008) to encourage greater donor attention to capacity development principles in their aid operations.

(iv) Participants in the Bonn workshop will be included in a mailing list and will periodically receive updates on the future evolution of workshop recommendations.

(v) All documents for the Bonn Workshop and actions beyond will be posted on the website www.oecd.org/capacitydevelopment for reference.

Bonn Workshop coordinators:

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ANNEXES

Annex 1: Bonn Workshop Participant List



agenda

Annex 2: Perspectives Note



participants list
final.xls

Annex 3: Perspectives on Capacity Development for Accra and Beyond An evolving agenda for change

This document is work in progress. This version has been restructured and has doubled in length since its pre-workshop debut. It now represents the substantive synthesis of the Bonn Workshop Consensus, individual session reports and 1-page think pieces prepared by participants. It will further evolve and be integrated in a more concise and action oriented version into the report on Capacity Development that will be submitted formally to Accra by late-June. It offers a mapping of potential priority areas that may lead to a strategic action agenda on capacity development in the years beyond Accra. These priority areas may then translate into specific work programmes, hopefully with a higher degree of complementarity and synergy.

This table is structured along the lines of the Bonn Workshop Consensus. It details under each of the 6 areas of action sub-areas that require attention and may offer a reasonable focus for actual follow up. The left column (What?) delineates “in a nutshell” the area that requires attention. Column 2 (Why?) provides a concise rationale on why this is a critical area to advance the CD agenda. Column 3 (How?) distinguishes potential actions that in this version remain a somewhat uneven mix reflecting workshop messages.

The document does not present a consensus but, rather, some sound collective wisdom. It is hoped that the document will be useful for defining priorities in moving forward over quite different contexts. Comments, ideas and proposals are most welcome. Please send these directly to thomas.theisohn@wanadoo.org and james.hradsky@oecd.org .

The box below recalls some fundamental messages on capacity development (CD). The DAC paper “**The Challenge of Capacity Development: Working Towards Good Practice**” reflects the fundamentals of the emerging consensus on CD. It is available at <http://www.oecd.org/dataoecd/4/36/36326495.pdf> .

Some fundamental messages on Capacity Development

- CD is an endogenous change process. Any meaningful CD support needs to start from existing capacities and work with the assets that any country brings to the table. It should support and engage with processes that ensure local ownership and that, as much as possible, are driven by country-level initiative.
- Technical cooperation (TC) and CD are not the same thing. While carefully designed TC can support country driven CD efforts, there are other ways that development partners can support CD. It may be helpful to distinguish CD as a process and TC as one of several possible ways to support it.
- While attention often focuses on developing “missing” capacity, or attending to capacity “gaps”, the first order of business must be to recognise, safeguard and build on existing capacity.
- Capacities grow over time and evolve in different ways. It follows that CD approaches need to be highly contextual, iterative and flexible for “good fit”.
- Just as all learning is voluntary, ownership is not an option but a fundamental condition for capacity development. It follows that leadership for change is equally critical.
- Accountability is a critical driver for CD, and an important link in translating an increase in capacity to improvements in performance or in service delivery. This means that tax-payers and civil society need to have a voice and a right to receive answers.
- The country level is the epicentre of CD. Multi-partner arrangements to support CD need to be shaped at the country level in the context of wider initiatives to promote harmonisation and alignment.
- CD efforts can rarely if ever be limited to technical dimensions. Because CD is about change, it is also about the political economy and the realities of interest and power.
- Capacity can be considered an end—a development outcome—in itself (for example, a capable state). Capacity provides the basis for making development policy choices, not only a means for achieving certain goals.

What? CD Priority	Why? Rationale	How? Potential actions
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1. CD at core of sector and thematic development

1.1

Focus on capacity development as critical factor within the mainstream of sector/thematic development

There is a need for an integrated approach to CD firmly embedded at sector level and in national SWAPS including all actors: government both central and local, private sector actors, civil society. It is at the sector level where most development resources are budgeted, planned and delivered, where collective evaluations are focused and where stakeholder involvement is more concrete. CD champions play an important role including high level national/ sector/ thematic leaders with commitment and influence in allocating adequate resources. Approaches need to be tailor made to the sector and the country context in question. Beyond health and education, vital productive sectors as agriculture and water should receive priority attention. Sectors often function in "silos" systemic constraints need to be addressed (see below)

Actions at the country level:

- a. Allocate adequate funding for CD in sector/ thematic assessments, and include adequate CD expertise in the planning phases of SWAPs.
- b. Articulate actionable CD objectives and targets within sector plans and thematic strategies, including skills development, organizational level CD and factors in the enabling environment.
- c. Consider multi-stakeholder working groups or other mechanisms that focus attention on capacity development and strengthen CD champions within the given sector to spearhead change
- d. Integrate CD support with sectoral, thematic and technical support services.
- e. Ensure that adequate attention is given to systemic change and cross-cutting issues and that different components within the whole system effectively relate to each other.

Actions at the international level:

- f. Reinforce cross-country learning on how to mainstream capacity development in sector and thematic development. (Example: Train4dev, LenPA)

2. Systemic factors that enable or undermine CD

2.1

Identify the systemic issues that undermine capacity development and agree on joint action to address them

Many sector-specific and results-focused efforts seem to fail or to lack sustainability because of broad, cross-cutting governance failures. Addressing these often constitute a difficult collective action problem leading to neglect and undermining many well intended CD efforts in sub-systems, organizations, or human resources. Successful efforts are usually associated with strong ownership, stakeholder participation, effective leadership, charismatic champions, demand-side pressures, accountability and incentives conducive to change. (see below)

Actions at the country level:

- a. Identify the systemic factors that enable or undermine CD efforts in sub-systems (e.g. SWAPs) and collectively agree on strategies to directly address these.
- b. Support leaders and champions for CD to advocate and steer a CD agenda and gain support for needed reforms.
- c. Agree on joint benchmarks and performance criteria for all partners to collectively overcome systemic constraints to capacity development.

Actions at the international level:

- d. Invest in cross-country learning and South-South and N-S-S approaches to support and nurture such systemic change efforts.

2.2

Reform incentive systems for

Issues of motivation are crucial to a point that many organizational and sector CD efforts are bound to be wasted if the incentive structures are not directly addressed. In many

Actions at the country level:

- a. Identify and support domestically owned schemes of selective motivation, transparently managed and linked to long-term public service reform.
- b. Agree on relevant action by external partners to

What? CD Priority	Why? Rationale	How? Potential actions
better acquisition, use and retention of capacities	countries salaries and working conditions are inadequate. In particular in aid dependent countries externally induced compensation schemes tend to aggravate the destabilization of the local labour market. Incentive systems need to be managed and adjusted at all levels, including the undesirable effects of donor schemes, in order to permit country institutions to effectively use and retain skilled labour and mitigate brain drain. In the long-term a growing private sector will need to form the base for taxation and sustainable CD.	support a domestic scheme and regulate salary supplementation in a coherent way. c. Review and agree on measures to manage skilled labour migration, support brain retention and “brain-gain” strategies for developing countries. <i>Actions at the international level:</i> d. Support knowledge exchange and learning to understand operational options for adjusting public service salaries over time. e. Reinforce international efforts to address migration of skilled labour and stabilizing labour markets from a CD perspective.
2.3 Promote effective participation in the development process and accountability to domestic constituencies	Reinforcing participatory approaches and involvement of a broad range of development partners is most often critical to progress on CD. Strengthening the role of parliaments, building social accountability protocols and tools such as score cards, and fostering transparency in the use of development resources are key to getting sustained, widely supported results. CD efforts need to support democratic ownership and change processes, including strengthening the role of representative bodies and civil society and opening up the political dialogue. Quality data widely accessible are a powerful means to enable effective participation and accountability. (see also below)	<i>Actions at the country level:</i> a. Reinforce the legitimacy, capacity and roles of representative bodies in defining and monitoring the development process. b. Strengthen democratic ownership of the development process by reinforcing systems, rules, forums and incentives that allow civil society actors to engage effectively. c. Ensure transparency and access to information and reinforce the quality of publicly available data, including statistics disaggregated by gender, district and socio-economic status. d. Align incentive systems for government to become aware pay attention to CSOs . e. Introduce voice and accountability mechanisms that allow for the articulation of demand and ensure access to recourse and arbitration. <i>Actions at the international level:</i> f. Support cross-country knowledge exchange on broadening democratic ownership and accountability.
2.4 Assess capacity and measure progress in CD in particular at country level with locally agreed measures	Empirically-based diagnostic processes are increasingly used to measure baseline capacities and look systematically at ways to build stronger country-level institutions. Concerted efforts among partners are required to establish an evolving framework on measuring capacity and progress in CD that is agreed and owned at country level. It matters who does the analysis and who’s purposes it serves. “Horizontal” diagnostic processes	<i>Actions at the country level:</i> a. Jointly develop a realistic framework and indicators (long-term and progress) as collective reference for joint capacity assessment and M&E. b. Make CD a results area within sector and national strategies to ensure adequate attention and follow up. c. External partners should support country agents to lead assessments and do the analysis of CD needs and options and refrain from doing the job d. Invest more in evaluative evidence that links aid effectiveness to development effectiveness and

What? CD Priority	Why? Rationale	How? Potential actions
	with multiple partners catering for country needs should be the rule and have priority over “vertical” processes serving donor accountability. Improvements of approaches for country-based and focused diagnostics should also facilitate more meaningful aggregated international measures of progress in CD.	focus on what impacts on development results <i>Actions at the international level:</i> e. Clarify options for measuring CD to support country choice of “horizontal” diagnostic processes and approaches. f. Explore ways for adapting donor results, risk management and accountability systems to using country-lead, processes rather than insisting on agency specific analysis.
<p>2.5</p> <p>Strengthen country aid management with a view to improving the quality of aid relationships and contribution to effective development</p>	<p>The Paris Declaration outlines a set of critical issues in aid effectiveness that are particularly important for capacity development. These include strengthening country ownership and leadership, managing multiple aid relationships, developing country systems, and avoiding parallel implementation structures, among others. Critical is the strengthening of country systems that are important to allow domestic management of aid resources including public financial management, procurement, monitoring and evaluation. Equally important is country capacity to effectively manage aid relations are frequently marred by power differentials, fragmented interests, misperceptions and lack of trust. Making the aid relationship more evidence based, mutually accountable and accountable to domestic stakeholders, is an important factor in improving the effectiveness of external support to domestic capacity development efforts.</p>	<p><i>Actions at the country level:</i></p> <p>a. Strengthen country aid management with a view to improving the quality of aid relationships, processes, trust, honest dialogue and synergies and make it inclusive of civil society stakeholders.</p> <p>b. Allocate adequate resources to strengthen country-level capacity and systems to effectively align donors to country priorities and systems.</p> <p>c. Seek effective ways of moving away from money driven relationships to mutually supportive roles in supporting CD.</p> <p>d. Agree on evidence based independent monitoring of CD efforts: systematise feedback and learning loops as an integral part of capacity development management and quality control.</p> <p>e. Consider an independent mechanism of recourse and mediation to allow for a continued means of resolving divergent positions or conflict.</p> <p><i>Actions at the international level:</i></p> <p>f. To flexibly engage for CD donors should devolve decision powers to their country offices or delegate authority to country level agents.</p> <p>g. Maintain pressure to discourage the reliance on parallel PIUs by continuing to track use of such structures and setting clear targets for reductions.</p>

3. Relevance, quality and choice of CD support (including TC)

<p>3.1</p> <p>Ensure “good fit” approaches to support CD and better deployment of existing capacity assets</p>	<p>Failure to take into account existing capacities, previous initiatives, or to consider culture and context, has been a persistent weakness in support for CD. CD agents need to focus more on finding, inducing, igniting, and unleashing endogenous capacity, human energy and commitment. What works in one context may not</p>	<p><i>Actions at the country level:</i></p> <p>a. Agree on a joint process of identifying existing assets, entitlements, activities and knowledge, as a common basis for defining sensible CD support.</p> <p>b. Ensure that CD, including human resource development, is part of relevant strategic and managing for results frameworks.</p> <p>c. Permit the use of project implementation units (PIUs) only in exceptional cases where this can</p>
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What? CD Priority	Why? Rationale	How? Potential actions
	<p>necessarily work in another, and “best practice” approaches have often resulted in supplanting more viable local solutions. Parallel structures and vertical mechanisms most frequently do not fit in with and nurture existing capacities.</p> <p>Engaging for “good fit” requires specific tools and skills, such as change management, process facilitation, action learning, iterative inquiry and response to what actors want to learn, as well as a longer time frame to allow changes to take hold. South-South approaches can be most useful. Some situations may be better served by working with societal actors, such as mainstream cultural institutions which have a real stake in their constituencies.</p>	<p>be justified and where stakeholders agree that this is the most appropriate option.</p> <p>d. Negotiate collectively binding rules that guide the use of TC funds in the respective country. These should ensure maximum use of local institutions and consultants, as well as relevant and highly adaptive approaches to supporting CD.</p> <p>e. Make smart “locally tailored” use of South-South exchange, North-South-South cooperation and use of Diaspora.</p> <p><u>Actions at the international level:</u></p> <p>f. Agree on options for reforming existing results and logical frameworks to make them more suitable to long-term, systemic CD approaches.</p> <p>g. Make donor systems more flexible to respond to actual circumstances and to allow local and regional support services to be mobilized.</p>
<p>3.2</p> <p>Establish professional standards and accountability for CD support including technical cooperation to ensure technical rigour and systematic use of state-of-the-art approaches.</p>	<p>Capacity development has for decades been declared “everybody’s business but nobody’s responsibility”. Today “CD” is used as label for many support efforts that do not actually serve that purpose, and poor performance is often ignored or even rewarded. Effective support to CD needs to integrate state-of-the-art approaches including change management, process facilitation, coaching, training and expert services that combine technical, contextual and stakeholder engagement competencies. CD practice should not only be tailor-made to context, but practitioners should be held to the highest standards of professional rigour. On country level development partners need to open up their performance in supporting CD to evaluation by users and regular independent review. It may be possible to apply relevant international standards to CD support including TC. The feasibility of a system of accreditation should also be explored.</p>	<p><u>Actions at the country level:</u></p> <p>a. Agree on common quality standards for CD support and guidance on CD audits.</p> <p>b. Agree on means that help ensure complementary CD efforts at all levels (individual, organizational and the enabling environmental).</p> <p>c. Explore a country accreditation mechanism for CD service providers such as training institutes</p> <p>d. Realign incentive systems for CD service providers to ensure that development of capacity is rewarded while poor performance is sanctioned.</p> <p>e. Women are frequently critical agents of change. CD support requires gender sensitive approaches.</p> <p><u>Actions at the international level:</u></p> <p>f. Explore a mechanism to establish state-of-the-art quality standards and practices for CD support services, including existing standards, relevant professional associations, potential systems of accreditation, review mechanisms, etc.</p> <p>g. Development agencies should establish and implement quality assurance mechanisms for ensuring good practice for CD services, including adequate funding for upgrading skills, continued learning and adequate needs assessment.</p>
<p>3.3</p>	<p>Just as all learning is voluntary, ownership is not an option but a</p>	<p><u>Actions at the country level:</u></p> <p>a. Identify sensible ways that ensure real choice of</p>

What? CD Priority	Why? Rationale	How? Potential actions
Ensure real choice of suppliers for CD services, including through South-South, NSS cooperation	<p>fundamental condition for capacity development. Strengthening country-level capacities requires that country stakeholders take the lead in deciding what serves their needs and thus in choosing the supply of CD support services. Systems that guard against undue influence and supply driven inputs can be established. Support to local and regional think tanks, universities and research would enable countries to develop appropriate development models that suit their endowments as well as aspirations. South-South or North-South-South cooperation should become an increasingly viable option. Northern suppliers of CD support services should increasingly team up with local or South-South suppliers in delivering services.</p>	<p>CD support services by country stakeholders, for instance pooling of TC supply in mechanisms that are impartially managed.</p> <ul style="list-style-type: none"> b. As a rule, the choice of CD support should include options for local or South-South supply of relevant services. c. Strengthen local and regional institutions able to support CD processes and promote S-S and N-S-S cooperation. <p><i>Actions at the international level:</i></p> <ul style="list-style-type: none"> d. Donor procedures should allow partner countries to have optimal choice. Tying, earmarking and conditionality may more effectively be replaced by adequate domestic decision and accountability mechanisms. e. Where donors continue contracting they should simplify contractual relationships to allow Southern suppliers to compete.

4. Civil society and the private sector as agents for CD

<p>4.1</p> <p>Strengthen Civil Society and Private Sector Agents as important forces and service providers for capacity development</p>	<p>In general support to capacity development is targeted at the public sector. Yet, not only governmental organizations but equally civil society actors, domestic and international, are in need of CD to play their respective roles. Civil Society and the Private Sector are important forces for capacity development and need to be strengthened as such. CSOs are often closer to local realities, can promote pluralism of ideas, facilitate communication between people and authorities, mobilize local skills and resources, strengthen voice and demand pressures to hold authorities to account.</p> <p>The private sector (PS) in many ways contributes to CD. It contributes as the engine for national development through creating capital – human, financial, goods and services and is the basis for taxation. The PS often can be more efficient providing services.. Further, the PS owns the media and</p>	<p><i>Actions at the country level:</i></p> <ul style="list-style-type: none"> a. Beyond regulation for a vibrant civil society (see above) countries should create legal recognition mechanisms for civil society actors as CD agents. b. Agree on explicit funding flows for strengthening CSO capacity, e.g. under SWAPs. c. Establish agreeable mechanisms for funding CD support to CSOs that should be impartially managed rather than controlled by the state to guard against instrumentalisation of CSOs. d. Support the development of think tanks, South-South cooperation and civil society service providers for CD. e. Agree on arrangements that allow supporting CD efforts in CSOs and, if pertinent, to work with nongovernmental players. f. Strengthen capacities to closer engage with and link the Aid for Trade agenda to the development results and effectiveness dialogue. g. Support CD for the private sector as the main long-term basis for developing and sustaining capacity (rather than aid which is temporary). <p><i>Actions at the international level:</i></p> <ul style="list-style-type: none"> h. Reinforce modalities that help strengthen the capacity of international NGOs, foundations and
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What? CD Priority	Why? Rationale	How? Potential actions
	therefore has tremendous influence on informing people on their developmental and human rights and expose bad practices. (see also above 2.3)	non-traditional donor funds to effectively engage and support capacity development. i. Consider international, regional or sub-regional options for supporting CD in the private sector.

5. Situations of fragility as particular challenge for CD support

<p>5.1</p> <p>Conceive operations to achieve optimal capacity development impact in fragile situations and establish temporary mechanisms to remain accountable to stakeholders</p>	<p>Crisis has many faces that can aggravate capacity development dilemmas. While operational responses vary, CD principles should be upheld whenever possible, despite difficulties encountered along the way. Donors need to remain engaged in difficult development contexts. Immediate needs should not completely overshadow possible openings for capacity development and sustainability. The presence of external agents can, if handled carefully, provide a space for dialogue and building trust. It is important to maintain support focused on CD over time once the immediate emergency situation is overcome. Measures for reconciliation and prevention of relapse are a contribution to CD. Fragile situations are particularly vulnerable to inadequate unilateral interventions. Where a national framework is not in place, emerging external agents should pool their resources in a temporary arrangement, perhaps in a country level agency. It can serve as a clearinghouse and local broker, and should offer a high degree of flexibility, competent staff and credible autonomy.</p>	<p><u>Actions at the country level:</u></p> <ul style="list-style-type: none"> a. Agree on priority state capabilities recognising differing needs: pre-conflict (dialogue, early warning), conflict (humanitarian relief) and post-conflict (institutions, exit strategy) b. Establish a temporary, collective arrangement for coordination and ensuring accountability to stakeholders where a government framework is not functional. c. Agree on mechanisms for gap-filling and personnel substitution “without shame”, keeping in focus basic principles of ownership, CD and state building, together with an exit strategy. d. Commit to flexible pooled funds and for CD to start earlier and continue for longer, bridging the transition from humanitarian relief through recovery to development. e. Invest in secondments, attachments, training, knowledge and dialogue as a means to create a fertile interface of knowledge acquisition by national agents and foster a perspective and commitment for long-term CD efforts. f. Do joint assessments of fragility, to be used for establishing interim indicators for conflict/ stability and CD targets g. Make early coordinated efforts to bring back and integrate the Diaspora, refugees and displaced people as a capacity asset. h. Ensure increased transparency in resource rich countries, e.g. through the EITI, as part of conflict prevention, i.e. protection of existing capacity. <p><u>Actions at the international level:</u></p> <ul style="list-style-type: none"> i. Further develop international guidance, including good donor principles and HAP, to take fully account of CD imperatives. j. Invest in research and knowledge exchange in particular for situations of fragility, which are the litmus test for CD approaches.
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6. Concerted efforts to change operational practice

<p>6.1</p> <p>Engage at the country level in a concerted</p>	<p>Any agenda for change needs agents for change. At the country level, attention to CD requires a bundling of energies around a common vision and agenda and an</p>	<p><u>Actions at the country level:</u></p> <ul style="list-style-type: none"> a. CD champions should establish a partnership to foster common vision, and an agreed agenda and promote change within the mainstream of country development.
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What? CD Priority	Why? Rationale	How? Potential actions
<p>effort to translate what is known about effective support to CD into practice.</p>	<p>orchestration of change within mainstream processes. A few CD champions may be able to promote a vision, broaden understanding and commitment for action, including in the areas that have been identified in this document. An alliance of champions may also promote longer term regulatory norms, CD institutions and an adapted and stable set of institutional mechanisms for CD.</p>	<ul style="list-style-type: none"> b. Invest in broadening a common understanding and learning on CD among decision makers, experts and CD practitioners. c. Agree on a series of learning and planning events on CD before 2010 with broad stakeholder involvement. d. Invest in local knowledge architecture, applied research, curricula development, and professional learning opportunities on state-of-the-art approaches. e. Motivate donor agents to engage in learning processes with country counterparts and stakeholders.
<p>6.2</p> <p>Agree on a concerted international effort to broaden and deepen CD knowledge and to change operational practice in development cooperation</p>	<p>Further mechanisms are needed to take forward a specific work programme after the Accra conference to deepen CD knowledge, strengthen networks and communities of practice of experts working on CD. While much has been learned in recent years, further expansion of the global CD knowledge base requires efforts to capture and make widely accessible experiences, methodologies and tools, and ways of improving outcomes from CD initiatives. This effort would facilitate South-South interactions on CD, support research and learning programs undertaken by Southern universities and research institutes and promote joint donor and partner country learning programs on CD.</p>	<p><u>Actions at the international level:</u></p> <ul style="list-style-type: none"> a. Establish a DAC joint venture and/or global partnership mandated to lead a concerted effort in moving CD knowledge into concrete operational changes for effective CD support. b. Strengthen complementarity and synergies between global CD initiatives, e.g. DAC, UN initiatives, LenCD, ACBF, Capacity.org, CDNet, Capacity Collective, ECDPM, Train4Dev, etc. c. Broaden and deepen the knowledge base on CD in priority areas that require greater understanding and research (including those indicated above). d. Invest in open access to CD knowledge by internet and increase space for S-S learning on CD on sub-/regional levels (e.g. Asian Community of Learning) e. Pursue opportunities for learning and skill development for CD including courses in relevant research and learning organizations.
<p>6.3</p> <p>Agree on a concerted effort for upgrading the capacity of donors and their agents to engage effectively in CD</p>	<p>Learning on how to support CD will require a sustained and concerted effort to translate changing policy into practice throughout agencies. Donors should not use the “lack of capacity” in developing countries as an excuse for not aligning with partner systems. Donor agencies themselves often lack capacity, especially in field offices, in critical areas such as public financial management, procurement, but also managing partnerships and effective engagement in multi-stakeholder processes. Development agencies should revisit all aspects of their TC, including policy aspects, review of</p>	<p><u>Actions at the country level:</u></p> <ul style="list-style-type: none"> a. Development agencies should invest in an extensive, inclusive CD learning process on the ground together with country stakeholders (e.g. 60% of field staff reached by 2010, or) b. Agree on concrete measures for increasing donor use of country systems, consistent with the targets agreed in the Paris Declaration and linked to progress in capacity development. c. Support the creation of broadly based (multi-stakeholder) theoretically and empirically grounded spaces for action-learning for innovative CD practice <p><u>Actions at the international level:</u></p> <ul style="list-style-type: none"> d. Development agencies should revisit all aspects

What? CD Priority	Why? Rationale	How? Potential actions
	<p>procedures, delivery systems, and communications. Translating CD knowledge and policies into improved operational practice and implementation requires a major effort among donors to educate and support their staff on aid effectiveness and CD and to align incentives and performance measures accordingly.</p>	<p>of their TC, including policy, procedures, delivery systems, organizational learning, skill profiles, incentives and performance management.</p> <p>e. We need to open up the political dialogue around development cooperation and effective aid delivery - lessons learnt and good practices need to be shared openly/freely with new emerging donors</p>