



Project Information Document/ Integrated Safeguards Data Sheet (PID/ISDS)

Concept Stage | Date Prepared/Updated: 08-Sep-2017 | Report No: PIDISDSC20364



BASIC INFORMATION

A. Basic Project Data

Country Africa	Project ID P160923	Parent Project ID (if any)	Project Name Regional Public Sector Capacity Building (P160923)
Region AFRICA	Estimated Appraisal Date Dec 11, 2017	Estimated Board Date Mar 29, 2018	Practice Area (Lead) Governance
Financing Instrument Investment Project Financing	Borrower(s) Africa	Implementing Agency New Partnership for Africa's Development Planning and Coordinating Agency	

Proposed Development Objective(s)

The project development objective (PDO) is to strengthen, through regional cooperative networks and public goods, the capacity of select schools and institutes of public administration (SIPAs) to build public sector leadership and management capacity.

Financing (in USD Million)

Financing Source	Amount
IDA Grant	30.00
Total Project Cost	30.00

Environmental Assessment Category C-Not Required	Concept Review Decision Track II-The review did authorize the preparation to continue
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Other Decision (as needed)



B. Introduction and Context

Country Context

- 1. Following the last two decades of strong economic growth, Sub-Saharan Africa (SSA) is experiencing a slowdown.** From 2004-14, the real gross domestic product (GDP) growth in the region averaged 5.3 percent. With the recent fall of commodity prices, real GDP has fallen to 3.4 percent in 2015 and 1.4 percent in 2016. As a result, the Region's average per capita GDP contracted in 2016 for the first time in the last 22 years. Economic growth is projected to recover to 2.6 percent in 2017, reflecting improvements in commodity prices, a pickup in global growth, and more supportive domestic conditions. The pace of the recovery is weak, however, and remains insufficient to raise per capita incomes. Per capita GDP is projected to contract by 0.1 percent in 2017, before rising moderately by less than 1.0 percent a year in 2018-19.¹
- 2. With still high poverty rates, the region is faced with the urgent need to regain the momentum in growth and make it more inclusive.** While the share of population living in extreme poverty declined from 57 percent in 1990 to 43 percent in 2012,² the rapid population growth translated into an increase in the real numbers of individuals living in extreme poverty, with an estimate of more than 100 million during the same period. SSA also shows higher levels of inequality – of the ten most unequal countries in the world today, seven are on the African continent. However, excluding these very unequal countries, the levels of inequality in Africa are largely comparable to the average of the developing world. Therefore, the success of future growth endeavors would be measured not just in terms of the levels of growth achieved (achieving a steady 6+ percent growth would be critical), but also the poverty elasticity of this growth and how the continent does on inequality indicators.
- 3. The economic growth in Sub-Saharan Africa, though sustained over the years, did not improve the state of governance across the region which today remains a binding constraint to development.** The World Governance Indicator (WGI) data on Government Effectiveness³ in Africa shows a decline over the past 15 years and remains low compared to other regions during the same period. Figure 1 below shows the trend line for Government Effectiveness in relation to the other indicators tracked by the WGI. The percentile rankings of the African countries show that in 2015, only 13 countries appeared in the 40th percentile of the Government Effectiveness or the Regulatory Effectiveness categories (Mauritius being the only African country in the 80th percentile). There were only 50 instances (in Government Effectiveness and Regulatory Quality) of a percentile jump between 1996 and 2015. Several other indicators, such as the 2016 Country Policy and Institutional Assessment (CPIA) scores in Cluster D (Public Sector Management and Institutions), show a downward trend over time, also corroborated by the 2016 Mo Ibrahim Index of African Governance Indicator on Public Management. Therefore, improving public sector management and the overall governance environment will be catalytic for an inclusive growth across the continent.

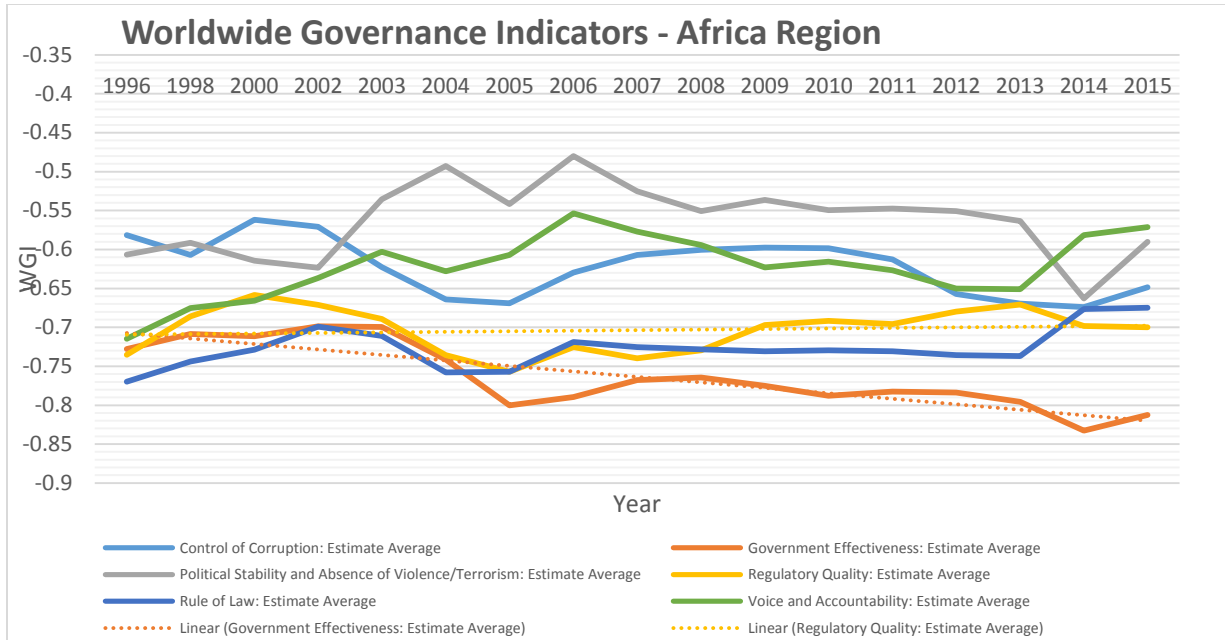
¹ World Bank Africa Chief Economist Office. Africa's Pulse 2017

² WBG: Poverty in a Rising Africa (2016).

³ This is defined as "perceptions of the quality of public services, the quality of the civil service and the degree of its independence from political pressures, the quality of policy formulation and implementation, and the credibility of the government's commitment to such policies." See D. Kaufmann, A. Kraay and M. Mastruzzi (2010). 'The Worldwide Governance Indicators: Methodology and Analytical Issues.' World Bank Policy Research Working Paper 5430.



Figure 1: Worldwide Governance Indicators- Africa Region



4. **There is consensus that more transformation needs to be done to foster governance on the continent.** As envisioned in the African Union’s (AU) 2063 Agenda, good governance is one of the five “aspirations” of the AU. The AU Agenda also emphasizes the need to support the capacity building of critical regional organizations that are expected to carry out a major role in transforming the African Region, supporting the critical technical skills needed for the first ten-year implementation plan of the AU Agenda 2063.

Sectoral and Institutional Context

5. **Despite the collective efforts to build capacity in the Region, supported by many Development Partners, there is a general consensus that weak institutional capacity remains a binding constraint to development progress.** Several proxy indicators, such as the Bank’s Independent Evaluation Group’s (IEG) outcome ratings, CPIA scores and WGI, among others, suggest that in the last few years, institutional capacity strengthening efforts in the African continent have not had sufficient impact (see Annex I).⁴ This limited capacity compromises efforts to bring about transformative change to close the implementation gap. Indeed, it is a main reason why the Bank proposes to place more emphasis on strengthened institutions and improved governance in International Development Association (IDA) countries in the context of IDA 18.⁵

6. **Home to 19 of the 35 countries considered to be in fragile, conflict and violence situations (FCVs)⁶, the African continent hosts some of the most challenging operating environments.** In many FCV countries the public services have been decimated by years of political instability, conflict, destruction, and mass migration.⁷ The 2011 African Capacity Report (ACR) argues that “*fragile states maintain the capacity to wage war and sustain conflict, but lack the capacity to deliver critical services (like education, health and water supply)... Inability to deliver services is mostly due to weak organizational capacity ... and the lack of sufficient stability for skills and knowledge to be deployed effectively.*”⁸ Developing the public sector in these challenging environments is both a means to an end and an end in itself. Recent reports are contributing to revisit the approach towards capacity building in FCVs, considering the urgency of re-building

⁴ World Bank 2017. Governance Discussion Note on Capacity Building in Africa.

⁵ IDA 2016. IDA 18: ‘Special Theme: Governance and Institutions.’

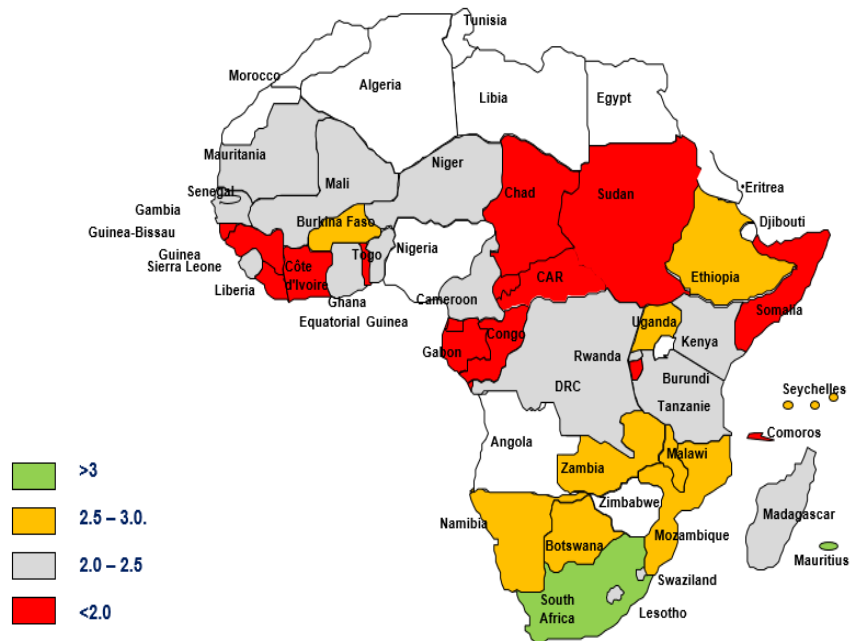


core government functions in the aftermath of a conflict, considering existing legacies, context and the “trade-offs” involved.⁹

7. **Shortage of technical skills is still an issue that constrains capacity building.** In a series of recently-released reports regarding the critical technical skills needed to achieve the objectives of the AU Agenda 2063, the African Capacity Building Foundation (ACBF) and the African Union Commission (AUC) found that Africa suffers from a severe shortage of key skills, suggesting that the actual stock of technical skills in some countries is still an issue. Strengthening public services in Africa requires the development of capacity in a number of areas, principally: development and service delivery; human resources and management of this resource pool; policy management and co-ordination; organizational and institutional development; budget, finance and resource mobilization; as well as monitoring and evaluation.¹⁰

8. **The limited capacity in Public Financial Management and Accountability (PFMA) functions,** including severe shortages of professional public sector accountants and auditors, is a relevant example of the capacity deficit, as it directly affects the states’ capability to mobilize domestic resources, manage them with due regard to effective and efficient service delivery, report them transparently, and be held accountable for their use. Figure 2 shows how most countries in the Region still underperform against international public financial management benchmarks (Public Expenditure and Financial Accountability (PEFA) scores).

Figure 2: Sub-Saharan African PEFA Scores (2015)



9. **A regional approach to supporting schools and institutes of public administration (SIPAs) in Africa offers an alternative means to build and sustain a critical mass of well-trained civil servants that can support delivery of public services across the African continent.** With a few exceptions, African SIPAs suffer themselves from severe capacity

⁶ World Bank 2017 Harmonized List of Fragile, Conflict and Violence Situations.
⁷ The International Organization for Migration estimates that Africa loses approximately 20,000 professionals each year through migration. In the meanwhile, over 35 percent of all official development assistance to Africa is spent on expatriate professionals. (<https://www.idrc.ca/en/article/brain-drain-and-capacity-building-africa>)
⁸ African Capacity Building Foundation (2011).
⁹ Fritz et al, 2007; Blum and Srivastava, forthcoming; and UN/WB, forthcoming.
¹⁰ AMDIN (2017). State of the Public Service in Africa.



shortages that prevent them from inducing impact in public sector performance. Consequently, there has been an over reliance on international technical assistance and costly individual training abroad that often reach a limited number of civil servants and which have not necessarily proven to be effective. Coordination of investments and regional specializations would offer a better, cost-effective alternative to African countries to financially and academically build skills to support public administrations, with a focus on enhancing public sector management and solving service delivery problems (see Annex II).

10. **The AU and the New Partnership for Africa's Development (NEPAD) adopted the Africa's Capacity Development Strategic Framework (CDSF)**, which focuses on the imperative to capitalize on African resourcefulness while underscoring solution and impact-based innovation, and an integrated approach to capacity development that hinges on individual, organizational, and systemic levels. The central thrust of the CDSF is to enhance the capacities of capacity developers and to institutionalize evidence-based knowledge and innovation systems for continuous learning and improvement in achieving better development results. The AU also adopted the Charter for the Values and Principles of the Public Service and Administration, which defines the key components of a professional and effective public service and its role in building capable states. The proposed IDA Public Sector Capacity Building project will support the strengthening of selected regional organizations that play a role in realizing the CDSF and Public Service Charter's objectives.

Relationship to CPF

11. **The proposed project contributes directly to the Africa Strategy, with governance and public sector capacity as its foundation, and is fully aligned with the current Africa Regional Integration Assistance Strategy (RIAS) FY 2011-2017**, given its focus on coordinating interventions for regional public goods. One of the areas of emphasis under the RIAS third pillar is to strengthen regional knowledge assets and technical capacity. The strategy supports regional projects because of their economies of scale in the use of facilities, ICT, equipment, and staff in specialized fields; to share innovations and good practices; and to enhance cross-border capacity building networks.

12. **The project will also help advance new regional integration strategic approaches by supporting targeted regional capacity building efforts which result in improving national public sector delivery systems.** The project will also be a central regional-level element of the Bank's Africa Region new strategic approach to capacity building (being launched in FY18), which considers coordinated and innovative capacity building instruments at the regional, country and sector levels.

13. **The project will also contribute to the Bank's Twin Goals of ending extreme poverty and boosting shared prosperity and to the IDA 18 goals, which have a special focus on governance and institution building.** The new IDA 18 also increased its regional window, which provides earmarked funding to support development objectives at the regional level. The project's focus on increasing capacity through regional cooperation, from the individuals to the organizations in charge of public sector service delivery and resource management, will contribute to strengthen the African states' development capability and governance.

14. **In addition, this project is consistent with other international and regional strategies and agendas**, such as the sustainable development goal (SDG) 16 which calls for "the building of effective, accountable and inclusive institutions at all levels," and the AU Vision 2063 which states in its third aspiration of an "Africa of good governance, democracy, respect for human rights, justice and the rule of law".

C. Proposed Development Objective(s)



15. **The project development objective (PDO) is to strengthen, through regional cooperative networks and public goods, the capacity of select schools and institutes of public administration (SIPAs) to build public sector leadership and management capacity.**

Key Results (From PCN)

- Number of public servants with enhanced skills resulting from the project capacity building activities (including gender target)
- Number of capacity building subprojects successfully completed via cooperation among two or more SIPAs (including FCV and Regional Hub of Excellence targets)
- Number of SIPAs making use of regional public goods developed by the project

D. Concept Description



16. **The proposed Regional Public Sector Capacity Building Project will be financed by an Investment Project Finance (IPF) IDA Regional Grant, to be implemented over a period of four years.**

17. **The project will support select regional organizations in undertaking new and innovative public sector capacity building activities.** The project will support interventions that foster coordination and collaboration among countries on initiatives that address capacity problems, including but going beyond training of individuals, adopting a problem-driven approach considering organizational capacities and enabling environments. These initiatives will encourage behavioral change to solidify the ethos of public service, including a caring attitude in dealing with citizens, innovations to solve service delivery implementation gaps, good management (including PFMA functions), and suppression of unethical and corrupt practices, all in line with the high standards of the African Union Charter on Values and Principles of Public Service and Administration (the African Charter).

18. **It is recognized that building public sector capacity is a broad field involving other critical factors,** such as the pre-service educational foundations of civil servants, and the adequacy of the countries' civil service systems. These are dimensions that clearly go beyond the scope of the proposed regional grant, and that the Bank and other development partners usually support through country-specific instruments. Under the Bank's new strategic approach to capacity building in the Africa Region, stronger mechanisms for coordination of regional, country and sector-level capacity building interventions will be established, including cross fertilization of emerging lessons learned from this project, and from country and sector-specific activities.

19. **Programmatic Approach.** This discrete Regional IDA Grant will be focused on designing and rolling out new and innovative capacity building approaches through select regional organizations. The Series of Projects (SOP) model is proposed for sequencing and scaling purposes. Based on demonstrative effects and lessons learned, future operations under the SOP would bring replicable subprojects and initiatives to a larger scale, including regional investments to be funded from the regional and national IDA credit envelopes. The overarching PDO of the SOP would be to enhance public sector capacity for improved service delivery, public management and accountability in countries participating in regional capacity building cooperation initiatives.

20. **Regional Integration Rationale.** The project will help advance the IDA Regional Integration objectives for Africa, as follows:

- (i) It will support regional organizations with clear capacity building mandates, whose reach covers most countries in the Region;
- (ii) It will create and support implementation of regional capacity building public goods and networks of practitioners, generating economies of scale and benefits that spill over country boundaries;
- (iii) It responds to strong demand and ownership for building capacities in the public sector, from the participating regional organizations as well as from the African Union Commission, based on the African Charter;
- (iv) It provides a platform for high level harmonization of capacity building policy making and implementation approaches among countries, while allowing for contextualization;
- (v) It is fully aligned with the AU/NEPAD Capacity Development Strategic Framework (CDSF) and the African Charter, the strategic frameworks of the participating regional organizations, as well as with the Bank's Africa Regional Integration Strategy;
- (vi) It will facilitate peer learning and information exchange; and
- (vii) It will create a larger critical mass for strategic partnerships with institutes of public administration that bear solid international credentials (such as ENA)



21. **The regional organizations that will benefit from the project meet the eligibility criteria for a regional IDA grant:** (a) they have the legal status and fiduciary capacity to receive grant funding and the legal authority to carry out the proposed project activities; (b) they do not meet eligibility requirements to take on an IDA credit as they are not primarily revenue generating and would not be in a position to repay; (c) the costs and benefits of the project are not easily allocated to national programs because of the regional nature of the participating capacity building organizations; (d) the activities to be financed under the IDA grant are related to coordinated interventions to provide regional capacity building public goods; (e) the participating regional organizations support the strategic objectives of IDA in regional integration, and the NEPAD Planning and Coordinating Agency already implements various IDA regional operations; and (f) grant co-financing for the activity is not readily available or sufficient from other development partners.¹¹

22. **Linkages with country programs.** The project's regional public goods and capacity building subprojects will be linked with country-specific interventions, such as the IDA public sector strengthening projects, to leverage their impact.

23. **Project Components. The project will include three components:**

¹¹ A number of Development Partners support capacity building interventions in the Region, but the specific activities proposed under this operation suffer from financing gaps. The Bank will use this project and other dialogue mechanisms to foster greater coordination and collaboration among Development Partners supporting capacity building in Africa.



24. **Component 1: Institutional strengthening of the African Management Development Institutes' Network (AMDIN).** Under this component, the project will finance consulting and non-consulting services, goods and operational expenditures related to the coordinating mechanisms for SIPA capacity building.

25. AMDIN is the network of SIPAs based in Africa, with the mandate to “build the capacity of capacity builders” in the public sector. AMDIN also plays the role of capacity building implementing agency of the Africa Union Sub-Committee on Public Service and Administration (former Conference of African Ministers of Public Service) of the Specialized Technical Committee (STC) No. 8. The AMDIN Secretariat is housed at the South Africa National School of Government, a leading and highly reputable SIPA in the Region. However, funding constraints have limited AMDIN's capacity to meet its mandate.

26. The project will support AMDIN with the following activities:

(i) the preparation of a baseline assessment of the African Region SIPAs;

(ii) the development of sub-regional program accreditation and accreditation support approaches to enhance quality of training;¹²

(iii) building of strategic knowledge partnerships with institutes of public administration that bear solid international credentials, such as the French National School of Administration School (ENA), the Indian Institute of Public Administration (IIPA), the Brazilian National School of Public Administration (ENAP), and others;

(iv) the development of regional public goods, such as a network of public service leaders who have excelled in their area of expertise, an online platform for sharing of resources and generic curricula, regional capacity research and guidance products, among others;

(v) the revamping and institutionalization of the All Africa Public Service Innovation Awards; and

(vi) the provision of technical inputs to the program of cooperative SIPA capacity building subprojects (see next component).

27. **Component 2: Cooperative capacity building subprojects.** Under this component, the project will finance consulting and non-consulting services, goods and operational expenditures related to specific capacity building subprojects.

28. The project will encourage the cooperation of two or more SIPAs, or similar capacity building organizations, in the joint preparation and subsequent implementation of subproject proposals aimed at enhancing public sector leadership and management. At least ten cooperative subprojects will be supported.

29. Detailed subproject criteria will be developed during project preparation and reflected in the program operating procedures. It is anticipated to include:

- Each sub-project should benefit SIPAs in countries that are eligible for IDA financing, even if it includes the participation of non-IDA eligible organizations (e.g., through twinning arrangements).
- At least two sub-projects should target foundational developments (governance structure, strategic orientation, fit-to-context delivery mechanisms, etc.) for SIPAs in FCV-afflicted countries, e.g. through twinning arrangements.¹³

¹² The sub-regional accreditation programs would contextualize and draw from applicable international frameworks, such as the UNDESA/IASIA Standards of Excellence for Public Administration Education and Training.

¹³ Building upon recent experiences, such as the South African support to the SIPA in DRC (and previously in Rwanda), and the Kenyan support to the SIPA in South Sudan.



- At least two sub-projects should involve the development of thematic SIPA hubs, i.e. building the foundations for future Centers of Excellence.¹⁴
- Other subprojects would include one or more elements from a menu of options with transformational potential, such as:
 - (i) developing the capacity of SIPAs as thought leaders that can help governments develop public policy;
 - (ii) piloting new approaches to capacity building, e.g. a system-based approach to identify what training is needed and for whom, for more targeted interventions;
 - (iii) building networks of practitioners to serve as trainers for applied workplace learning, using real-life case studies, with academic knowledge geared towards consensus building, decision making and problem solving;
 - (iv) fostering innovation to close service delivery implementation gaps in selected government programs;¹⁵
 - (v) use of modern ICT infrastructure and applications for e-learning and other training delivery mechanisms, with a view to reach a wider audience at lower costs, enable faster exchange of experiences among countries, and connect with the new generations of civil servants;
 - (vii) preparation of SIPA financial sustainability models and cost-saving initiatives, e.g. shared services; and/or
 - (viii) new monitoring and evaluation (M&E) techniques, considering behavioral change, at the individual and, ultimately, organizational level.

30. **Component 3: Regional Facilitation Unit (RFU) and Technical Committee of the Public Sector Capacity Building Project.** Under this component, the project will finance consulting and non-consulting services, goods and operational expenditures needed for overall project management, monitoring and evaluation, which will be performed by the RFU. The RFU will also facilitate the operation of the project Technical Committee, composed of the participating regional organizations and SIPAs, which will have as its primary objective the periodic exchange of information and dialogue to foster cross fertilization and synergies among the project components. The RFU will also coordinate regional activities related to awareness raising, stakeholder engagement, and capacity building policy harmonization and analytics.

31. At concept stage, the New Partnership for Africa's Development (NEPAD) Planning and Coordinating Agency (NPCA) is considered as the potential project RFU. The NPCA coordinates and administers NEPAD's activities as an AU technical body, with a core mandate to facilitate and coordinate the implementation of regional and continental priority programs and projects, foster partnerships, resource mobilization, and research and knowledge management. The NPCA's strategic direction includes, among others, thematic areas on regional integration and capacity development. Given its statute within the AU structure, specifically the connection to the NEPAD Heads of State of Government Orientation Committee (HSGOC), the NPCA will ensure regional political commitment around the proposed project. This

¹⁴ A directly relevant experience is the African Centers of Excellence (ACE) model supported by the Bank. Institutions and centers within universities across the African continent have already been specializing in offering high level trainings in several disciplines such as Agriculture, Health Sciences and STEM through Centers of Excellence. Supporting these institutions has allowed them to improve quality of education in the region within their fields through, among others, partnerships with international universities. The Regional Public Sector Capacity Building Project would support proposals to build the foundations for future "SIPA ACEs", which in the future could be supported by a follow-up operation including IDA credits, under the SOP approach.

¹⁵ SIPAs could incorporate problem-driven service delivery approaches in their skills development programs. In this context, a relevant experience to learn from is the pathbreaking work of the South Africa Center for Public Sector Innovation (CPSI), which partners with service delivery ministries and agencies to undertake root-cause analyses of service delivery problems, support and incubation of solutions, and creation of an enabling environment that prizes innovations in service delivery, use of ICTs, and enhancements of internal government systems. Another relevant experience was launched by the Collaborative African Budget Reform Initiative (CABRI), applying the Problem-Driven Iterative Adaptation (PDIA) to public financial management reforms. The PDIA approach was recently launched with the participation of teams from seven African ministries of finance and planning, facilitated by coaches from CABRI and the Harvard Center for International Development.



strategic position, together with its satisfactory track record of managing IDA-funded projects, makes the NPCA a suitable RFU for the project. The RFU selection, considering other options, will be made early during project preparation.

SAFEGUARDS

A. Project location and salient physical characteristics relevant to the safeguard analysis (if known)

B. Borrower’s Institutional Capacity for Safeguard Policies

The NPCA already implements various World Bank-financed operations in a satisfactorily manner, given their solid operational capacities (financial management, procurement, human resource management, M&E, and IT systems) and experience with regional integration projects.

C. Environmental and Social Safeguards Specialists on the Team

Alexandra C. Bezeredi, Social Safeguards Specialist
Kisa Mfalila, Environmental Safeguards Specialist

D. Policies that might apply

Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	No	
Natural Habitats OP/BP 4.04	No	
Forests OP/BP 4.36	No	
Pest Management OP 4.09	No	
Physical Cultural Resources OP/BP 4.11	No	
Indigenous Peoples OP/BP 4.10	No	
Involuntary Resettlement OP/BP 4.12	No	
Safety of Dams OP/BP 4.37	No	
Projects on International Waterways OP/BP 7.50	No	
Projects in Disputed Areas OP/BP 7.60	No	

E. Safeguard Preparation Plan

Tentative target date for preparing the Appraisal Stage PID/ISDS

Sep 01, 2017



Time frame for launching and completing the safeguard-related studies that may be needed. The specific studies and their timing should be specified in the Appraisal Stage PID/ISDS

Not applicable, as the project is rated 'C' for Environmental Assessment Category and no safeguards policies are to be triggered.

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APPROVAL

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