



ANNUAL REPORT 2019



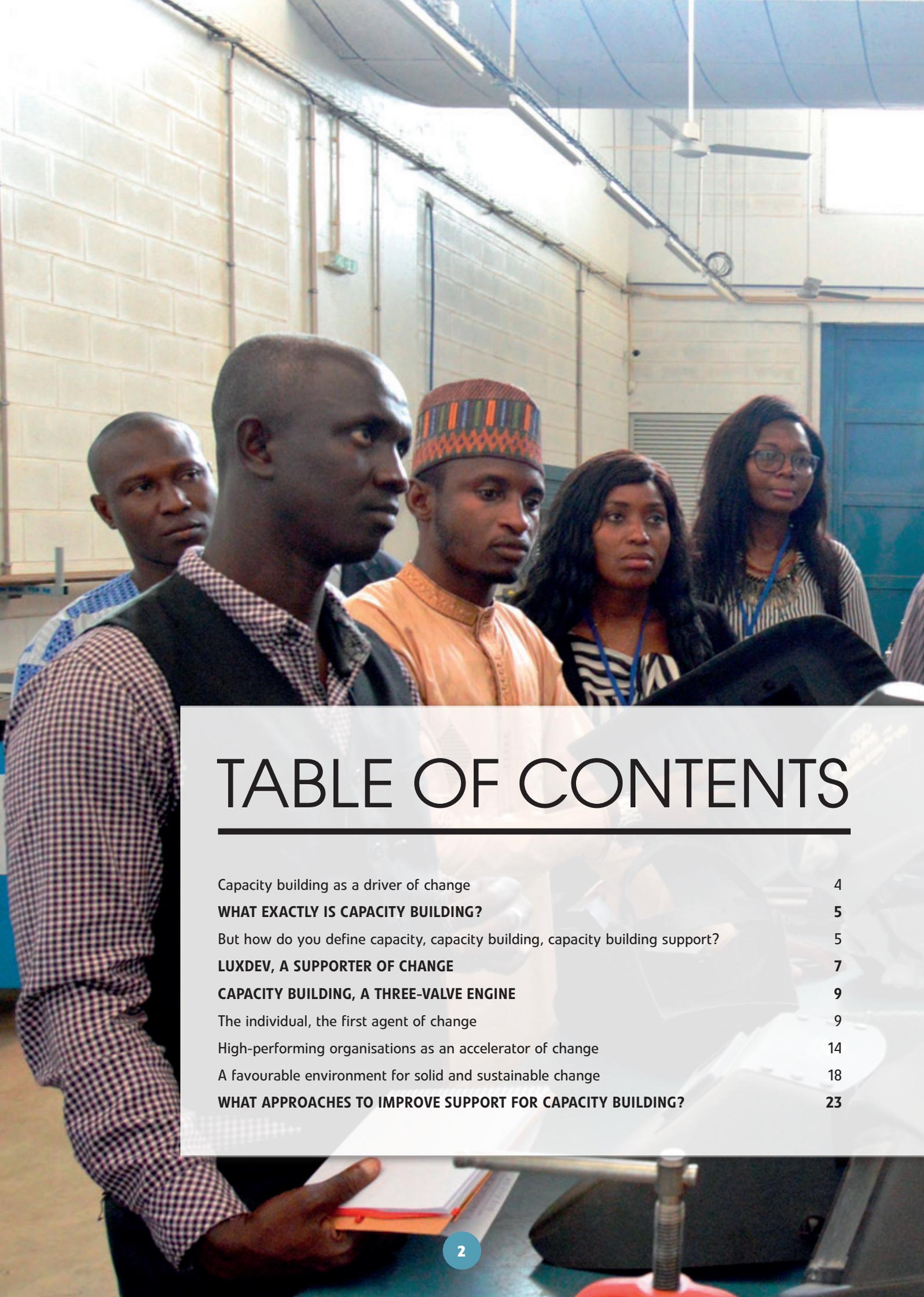
A group of diverse people, including men and women of various ethnicities, are gathered around a laptop in a meeting room. They are looking at the screen with interest. The room has a white brick wall and a blue door in the background.

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SPECIAL DOSSIER

CAPACITY BUILDING



CAPACITY BUILDING AS A DRIVER OF CHANGE

The time is long gone when LuxDev was commissioned to build, in isolation, a high school or a hospital, and help it to function properly. It is now a question of contributing to the sustainable development of quality social services. This requires support for complex public policies borne by partner countries. To do this, the two main levers are:

- the construction of infrastructures including the provision of suitable equipment; and
- support for capacity building involving complementary investments in human capital, organisations and the institutional context.

For supported national systems to become more effective and sustainable, it must be possible to combine these two types of support. Through physical investments such as infrastructure/equipment, access to services is broadened. Thanks to support for capacity building, the quality and governance of the services provided are more robust, with a view to the long-term autonomy of the systems, organisations and actors in the partner countries supported. These two types of support are indissoluble. The physical investment made cannot function and be sustainable unless the system that "manages" them is functional and efficient.

It is important to correctly balance between hard and soft support¹. This is often made difficult by the fact that soft supports are, in most cases, less visible and less tangible than those relating to infrastructure and equipment. Their relevance can thus be questioned. Why invest in long, often silent and uncertain processes? Shouldn't we rather expect quick and visible, easily identifiable results? Capacity building is often the tip of the iceberg. It is often long to set up and difficult to appreciate.

But what is meant by capacity building? What are the big issues? What place and vision for capacity building support today and tomorrow for LuxDev? What are the results and changes seen on the ground? Finally, what are the innovative approaches, methodologies and tools to improve support for capacity building and enable it to achieve maximum impact in terms of performance and change?

¹ "Hard" refers to "heavy" investments such as infrastructure or equipment, "soft" refers to investments in human capital, quality and governance, often including "intangible" support for capacity building.

01

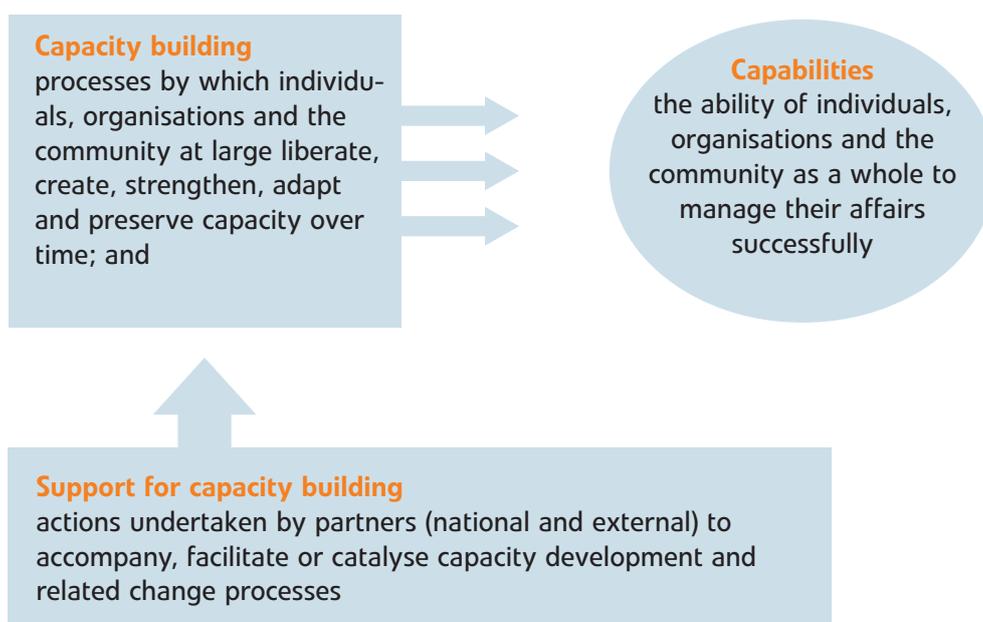
WHAT EXACTLY IS CAPACITY BUILDING?

The Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD/DAC)² in reviewing the experience of the past 50 years, points out that both donors and partner countries have long tended to view capacity building as essentially a technical process or as a transfer of knowledge and institutional models from North to South. Local ownership and leadership have often been neglected. The broader political and institutional context in which capacity-building efforts were taking place has received little attention. Capacity building is not only about improving the knowledge and skills of individuals. In reality, capacity building is very much dependent on the quality and governance of the organisations in which individuals work. The activities carried out by these organisations are themselves influenced by the general environment, including structures of authority and power, and institutions.

Over the last 10 years, capacity building has thus taken on a new dimension. The various international discussions and references on development effectiveness are unequivocal³. Capacity building is one of the key development challenges for both donors and partner countries, an essential component of development effectiveness. "All parties agree that without sufficient national capacity, development efforts in many of the poorest countries are unlikely to succeed, even with significantly increased financial resources⁴ ».

It is also a key element for the achievement of the Sustainable Development Goals (SDGs), including in situations of conflict and fragility. Thus, SDG 17 concerning partnerships aims to "enhance international support for implementing effective and targeted capacity-building in developing countries to support national plans to implement all the sustainable development goals, including through North-South, South-South and triangular cooperation".

BUT HOW DO YOU DEFINE CAPACITY, CAPACITY BUILDING, CAPACITY BUILDING SUPPORT?



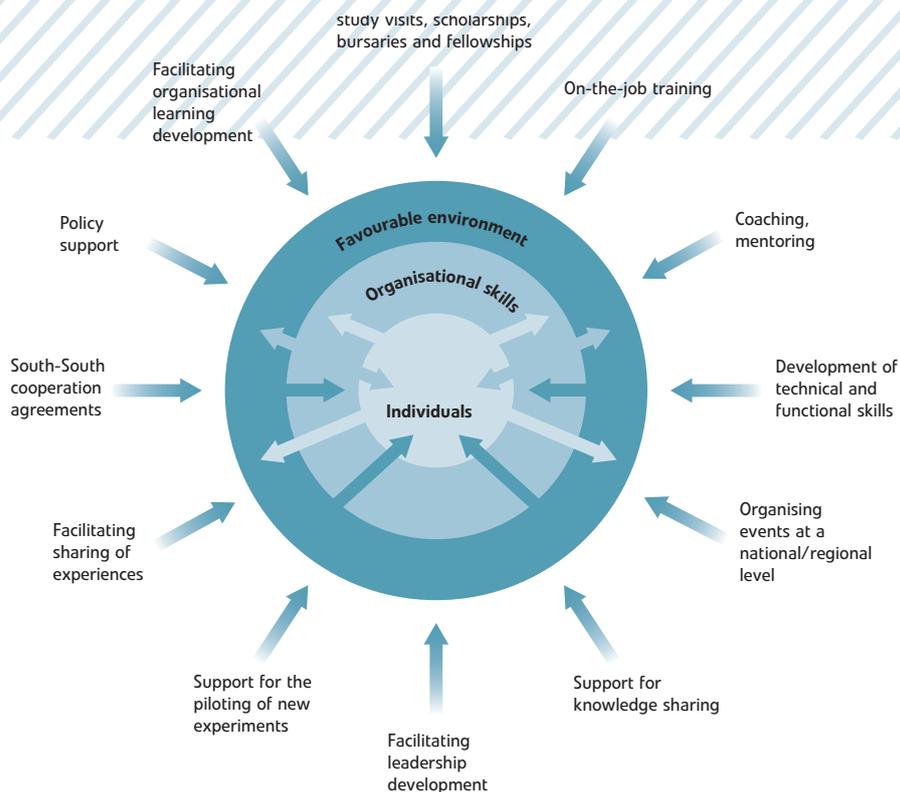
² Meeting the Capacity Building Challenge: Moving Towards Good Practice (OCDE, 2006)

³ The Paris Declaration on Aid Effectiveness, the review of the implementation of the Millennium Declaration, the Accra Agenda for Action and the Busan Partnership for Effective Development Cooperation

⁴ "Why focus on capabilities?" in the OECD Development Review, 2008/3 n°9

From these definitions proposed by the OECD, there are several important specificities to be highlighted.

First of all, capacity building takes place at different levels. There are generally three levels: the individual level, the organisational level and the contextual or institutional level. We will see that LuxDev's support for capacity building covers these different levels. The Food and Agriculture Organisation of the United Nations (FAO) carried out an in-depth study of these three levels and drew up the following diagram (see diagram opposite).



For more information, we suggest you listen to the presentation by Ms Marcella Villareal - Director of South-South Cooperation Partnership - FAO.

Second, for capacities at different levels to develop and strengthen, it takes time, sometimes a long time. It is an illusion to think, for example, that a simple training session would allow the sustainable development of skills in a field. It must be possible to provide long-term support and to combine other types of support before or after the training.

Finally, the role of the external partners, of which LuxDev is a part, is not to do capacity building directly, but to support the related processes, with a role of accompaniment, facilitation and catalyst. One of the strong challenges related to capacity building is that it should be carried out as much as possible by national actors and mechanisms.

02

LUXDEV, A SUPPORTER OF CHANGE

LuxDev's interventions are carried out within the framework of cooperation, the fundamental principle of which is partnership. Over time, relations with the various partner countries of Luxembourg Cooperation have matured. Based on mutual trust and responsibility, these partnerships have led LuxDev to evolve in its role. There is less and less talk of "doing for" or "having something done". LuxDev positions itself as a "supporter" of change and the performance of public policies. The main lever for this is support for capacity building. It is no longer a question of limiting our actions to providing infrastructures, but of combining our support, if possible with that of other partners, to strengthen the systems and policies of the partner countries in a sustainable manner and over a longer period of time, thereby helping them to become more efficient and self-reliant. Thus, in 2019, almost all interventions involving LuxDev will include a capacity building support component.

The importance of capacity-building support for each intervention is linked to the nature of the intervention and often to the implementation modalities chosen. When responsibilities and resources are transferred to partners, this component may take a prominent place and combine several types of support.

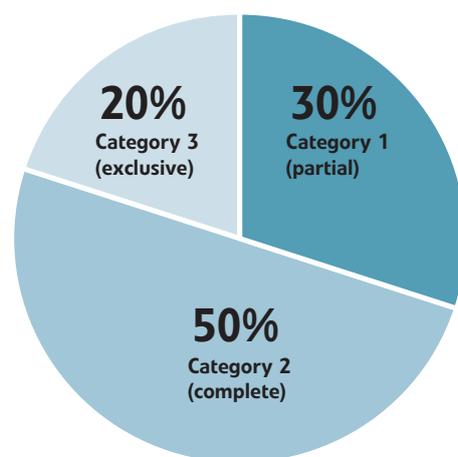
According to an internal survey, 70% of the Agency's interventions operate on all three levels of capacity building and 20% are dedicated exclusively to capacity building.

This is the case, for example, in Kosovo through support for European integration and in Laos, through two forms of support, one for the promotion of the concept of the rule of law and the other for the management of public development aid.

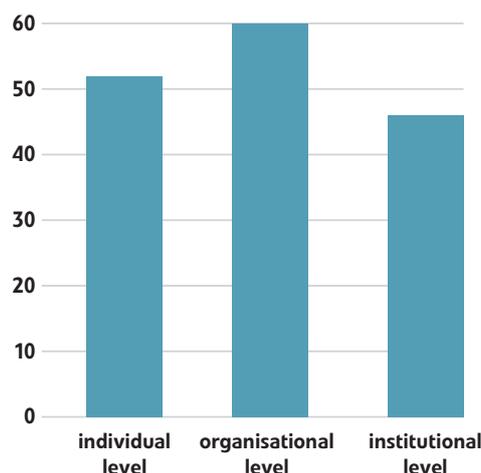
For all three levels of capacity building, there is a dominant focus on the organisational level. The individual level, referring to capacity building, is also at a high level, while support at the institutional level is somewhat less developed.

The analysis of the different types of support shows a great diversity and often a combination of several supports at the three levels of capacity building. At the individual level, however, training and coaching still predominate. In 2019, 15 million Euros from the Luxembourg Development Cooperation Fund were thus mobilised to support training activities through interventions involving LuxDev, representing approximately 15% of the total budget implemented.

At the organisational level, support covers strategic development (diagnosis, development plan), management procedures and tools (procedures manual, IT applications) and working conditions (logistics, office automation). Finally, at the institutional level, support for sectoral governance predominates, such as the strengthening of the regulatory framework and/or the creation of new institutions.

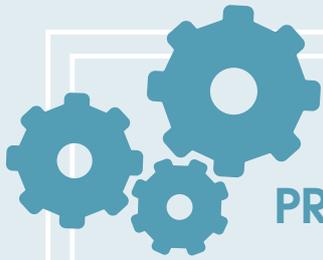


Level of support of capacity building (internal survey, LuxDev 2019)⁵



Level of capacity building supported (LuxDev 2019)

⁵ These data are based on an internal survey conducted in late 2019. In order to analyse all LuxDev interventions in 2019 (a total of 44) from a capacity building perspective, three categories have been established: category 1 (partial): the CR component is limited and addresses 1 or 2 levels of CR; category 2 (full): the CR component is large and addresses all three levels of CR; category 3 (exclusive): the intervention only addresses support to CR.



CAPACITY BUILDING, A STRATEGIC PRIORITY OF LUXEMBOURG COOPERATION

For more than two decades, capacity building has been seen as a key approach to development policy. Thus, Luxembourg Cooperation has placed capacity building at the heart of its interventions for nearly 15 years. Luxembourg sees capacity building as a cross-cutting approach. It concerns all sectors and all countries of intervention, regardless of the intervention modality chosen.

In 2010, the Luxembourg Ministry of Foreign and European Affairs (MFEA) adopted a strategy in this area. Based on definitions, concepts and lessons learnt from the experience of OECD/DAC member countries and the European Commission, this strategy provides guidance and is particularly aimed at field staff.

At the end of 2016, the MFEA commissioned an independent evaluation of the overall approach to capacity building within Luxembourg Cooperation. This strategic evaluation examined capacity building support for eight interventions in West Africa. It identified lessons learnt and made recommendations for better management of capacity building.

One of the recommendations of this evaluation was to develop specific operational guidance in order to provide a real framework for identification, formulation, monitoring-evaluation and implementation beyond procedural or financial issues on the subject. LuxDev has thus developed a guide on capacity building.

The general strategy of Luxembourg Cooperation "The Road to 2030", published in 2018, confirmed the central place of capacity building and made it the "key priority" for LuxDev. This translates into axis 1 of LuxDev's Vision 2030, which is currently being developed and is dedicated to supporting partner countries.



Luxembourg Cooperation will continue to promote capacity-building activities.

Luxembourg will invest in capacity building programmes through the provision of technical and scientific assistance as well as technology and knowledge transfer. The impact of cooperation activities in the partner countries is maximised through capacity building at individual, organisational and institutional level. Luxembourg applies a demand-driven approach to capacity building, adapted to the contexts and local culture of the partner countries and based on their current and future needs and priorities. Capacity building is the key priority of LuxDev, the Luxembourg agency in charge of implementing bilateral aid interventions.



LUXEMBOURG
AID & DEVELOPMENT

LUXEMBOURG'S
GENERAL DEVELOPMENT
COOPERATION STRATEGY

THE ROAD TO 2030



03

CAPACITY BUILDING, A THREE-VALVE ENGINE

Support takes many different forms. Here are some illustrations for each level of capacity building drawn from concrete experiences. It should be emphasised that when cooperation measures are based on a logic of delegation to partners and support, even hard support such as "infrastructure construction" or "equipment supply" can contribute to capacity building. This mode of cooperation is more partnership-based and makes it possible to involve all the actors in a system, from national to local level, involving both public and private actors.

THE INDIVIDUAL, THE FIRST AGENT OF CHANGE⁶

For a long time, the general perception of capacity building was limited to the conduct of training activities, sometimes accompanied by technical assistance. Individual skills development must of course be able to make use of this type of support. In the framework of capacity building support involving LuxDev, the development of individual skills is of paramount importance and takes many forms with the intervention of a wide range of actors. One of the challenges is to support approaches which are both relevant, responding to clearly established needs, and as integrated as possible into national human resources systems, in order to guarantee sustainability, the basis of all sustainable development. It is also important to combine training support with other types of support to maximise the potential for effects and change.

Breaking the circle of poverty and facilitating the integration of young people in rural areas in Niger

Skills development is inseparable from the vocational training sector, in which Luxembourg Cooperation's interventions are long-standing, massive and systemic. These relate as much to access as to the quality and governance of national skills development schemes with the aim of improving the employability of inactive or underemployed young people and adults. But often training alone, even if adapted through the use of the competency-based approach, is not sufficient to achieve the desired change.

In Niger, a strategy combining three types of support has been successfully deployed. Support for young farmers is carried out through three activities: training, agricultural advice and installation through agricultural credit.

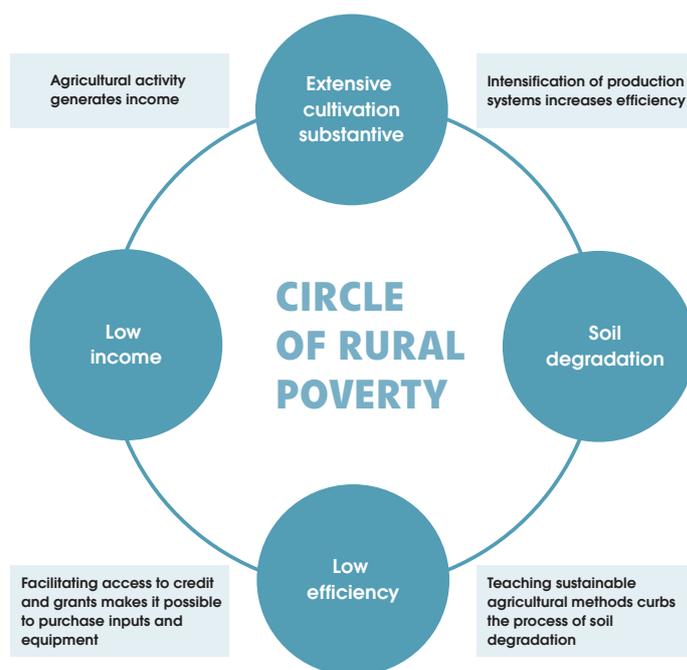
This support mechanism, piloted by the Regional Council of Dosso, with the support of the Luxembourg and Swiss Cooperations, welcomes both women and men between the ages of 18 and 35.

By the end of 2019, with 9,786 young farmers trained, 57 per cent of whom are women, the target of 10,000 young people has been practically achieved. 3,725 promoters were able to establish themselves through agricultural credit. But beyond the quantitative results, profound changes are perceptible in the daily lives of the young beneficiaries. In the publication

"The New Faces of Agricultural Activity", the journeys of young men and women from the Loga department highlight deep socio-economic and even societal changes.

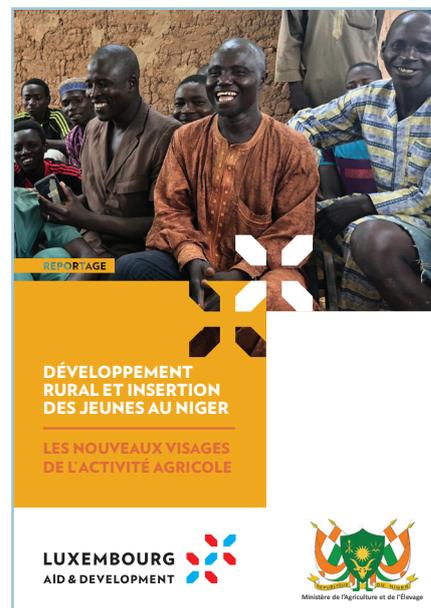
Here is an excerpt

This initiative has shaken things up. Indeed, in this part of the region, women have never had access to the land. Customary law deprives them of any real estate inheritance. Husbands, sometimes fathers, had to be convinced to lend a field to their wives or daughters.



⁶ Individual capabilities relate to competencies, skills, knowledge and the ability to use them, attitudes, values and culture.

To facilitate the outreach efforts, the programme has set up a demonstration system in the school field, which serves as an open-air classroom. Part of the field is cultivated according to the taught methods, it is in a way the experimental field. The other part is cultivated in the traditional way, it is the control field. The difference between these two parts of the land is so striking that it is enough to win the support of most villagers. That is how Mariama was able to convince her husband to let her participate, without too much difficulty. She is 29 years old and is counting on new benefits to improve the daily life of her four children. And why not allow them to continue school, she who never got to go. "Today, it is my husband who wants to reproduce what I learnt on all our lands," she says, not without a certain amount of mischief.



Making agricultural producers in the Sahel more resilient to climate change

In the Sahelian countries, the economy has remained essentially agropastoralist. It occupies more than 75% of the population. Agropastoralist activities remain largely dependent on climatic fluctuations, particularly rainfall variability.

This represents a major risk for agricultural production with important socio-economic and environmental consequences, in particular:

- lower crop yields;
- modification of production systems and ecosystems;
- reduced growth of the plant cover, or even the disappearance of the species least resistant to drought;
- the silting up and drying up of rivers; as well as
- the displacement of rural people to the cities, increasing unemployment and poverty.

Therefore, promoting the use of climate-related information in the planning and conduct of agricultural activities is more necessary than ever. With this in mind, a partnership has been initiated in Mali with the National Meteorological Agency, Mali Météo, since the 2017 agricultural season.

Mali Météo's support takes various forms, such as training farmers, disseminating information or setting up measurement tools. This has enabled agricultural meteorology to be developed in the field. It analyses the action of meteorological, climatological and hydrological factors with a view to improving farm management.

This assistance provided by Mali Météo enables observer farmers and producers in general to ensure the importance and usefulness of respecting agro-meteorological advice and guidance in the planning and conduct of agricultural activities.

Following a mini-survey, it appears that among the observer farmers:

- 93% regularly collect data after each rainfall;
- 71% use telephones to collect and send rainfall data to Weatheradio;
- 76% participated in the workshop and were able to choose their cultivation sites according to the rainfall characteristics shared by Mali Météo;
- 100% use agro-meteorological advice and guidance in the planning and conduct of agricultural activities.

Enhancing the skills of civil servants in view of Kosovo's integration into the European Union (EU)

Skills development can respond to very precise and specific needs. In Kosovo, for example, the aim is to contribute to Kosovo's efforts to meet the requirements of the Stabilisation and Association Agreement (SAA) with the EU, which entered into force in spring 2016. In order to meet its obligations under the SAA, Kosovo needs to engage in further democratic reforms, achieve social and economic development and gradually align with EU legislation and standards. In agreement with the Kosovo authorities, the support is based on a plan and strategies for skills building.

In 2019, a Human Resources Development Facility was established. It is jointly supported by Norway and Luxembourg. Under the coordination of the Kosovo Ministry of European Cooperation, short and specific training courses for Kosovar public actors are supported, as well as technical assistance and other forms of knowledge transfer. This contributes to meeting the requirements of the SAA and other obligations in relation to the EU normative framework. This mechanism makes it possible to cover 18 of the 35 negotiating chapters for EU integration (just over half).

For example, three training and analysis workshops were conducted in 2019. The aim was to support staff working on the analysis of EU policies and the adaptation of Kosovo's normative frameworks to EU policies in different areas: public procurement, communicable diseases, copyright and other related rights. In addition to developing the skills of Kosovar civil servants, this support made it possible to draft three high-quality concept papers on the above-mentioned themes, ready for adoption by the Kosovo Government. This is a concrete case of action learning that enables Kosovo to move towards its long-term goal of European integration.

Strengthening the number and quality of human resources in the health sector in Laos on a sustainable basis

Laos is currently facing a severe shortage of well-trained and qualified health professionals, as well as an unequal distribution of health care providers (doctors, nurses and midwives). This situation is linked to limitations in the quality of training, health sector management capacity and staff incentives. Consequently, strengthening the quantity and quality of the health workforce has been adopted as one of the five priorities of the National Health Sector Strategy (2013-2025).

For example, the Laos-Luxembourg health sector support programme, which covers three provinces (Vientiane, Bolikhamxay and Khammouane), places strong emphasis on the professional development of human resources in order to improve health services for mothers and newborns. A bursary programme helps to strengthen clinical skills at the provincial level, but also supervisory and leadership skills at the provincial hospital level, as well as the skills of health care providers at the provincial, district and health centre levels. This fellowship programme is carried out by the provincial services of the Ministry of Health and involves national training



Public Procurement Concept Paper Writing Workshop



TRAINING INSTITUTIONS PARTICIPATING IN THE PROGRAMME

IN LAOS

- 1 University of Health Sciences
- 2 Khammouane Nursing College
- 3 Vientiane Provincial School of Nursing

IN THAILAND

- 4 Khon Kaen University
- 5 Boromarajonani Nursing College in Khon Khaen
- 6 Nakhon Ratchasima College

institutions and, for certain specialities, calls on Thai institutions (south-south cooperation). Scholarships are offered on a long or short-term basis, with a total of 292 people trained to date (220 of whom are long-term).

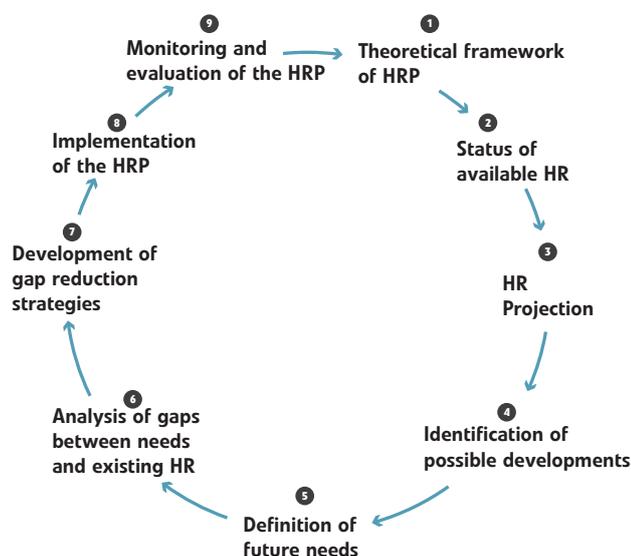
This investment is essential, given that the three provincial hospitals supported provide medical, surgical and obstetrical care for a total population of approximately 1.2 million (including 582,445 women). They are also responsible for the technical supervision of 26 district hospitals and 177 primary health care centres. This effort is contributing, along with other supports to the health system, to a significant improvement in health indicators in the provinces concerned.

An interesting aspect of this intervention is to enhance the existing infrastructure to strengthen skills in a practical way. For example, Lao surgical medical students cannot "practice" in Thailand. As a result, there is a risk that their training will remain purely theoretical. It is therefore proposed to use provincial hospitals to develop the practical side of training.

Improving human resources management and rational and sustainable development of skills (Burkina Faso / Niger / Senegal)

In order to develop competences in a coherent and sustainable way, it is important to link the individual level to the organisational level. Training should be done as part of an integrated approach within the supported organisation, not in isolation. Training is one of the tools of human resources management. In order to support the development of skills in a systemic and sustainable way, it is possible to support the human resources management (HRM) systems put in place by the partners. In several West African countries (Burkina Faso in the forestry sector, Niger in the hydraulics sector, Senegal in the health and vocational training sectors), such an approach has been initiated in recent years.

On the basis of a detailed diagnosis of HRM, various supports have been provided within the partner administrations, with the aim of contributing to a more qualitative management of human resources, generally complemented by the implementation of tools and management information systems. This could be done in collaboration with other cooperations, Sweden in Burkina Faso and Canada in Senegal. In order to implement this type of management, generally known as Human Resource Planning (HRP), the following process was implemented in Niger⁷ :



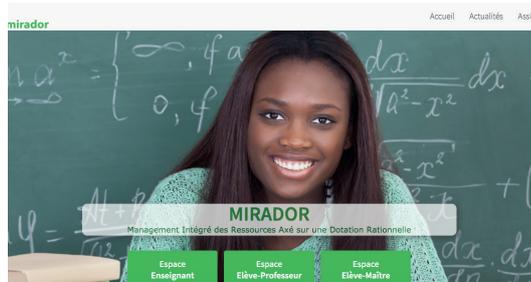
⁷ Modelling of the approach developed in Niger, in support of the Ministry of Hydraulics and Sanitation.

In Burkina Faso, in the forestry sector, the same approach was adopted to support the development of a three-year training plan (2016 - 2018) and a recruitment plan. In order to take into account national realities and policy options, these plans were developed according to several priorities. Certain key positions were thus highlighted. The following budget breakdown was adopted: 70% of the budget is allocated to the regions (where 2/3 of the staff are located), and 30% to the central directorates (where 1/3 of the staff works).

Finally, strong choices were also made at the implementation level to maximise the scope of the training:

- training in the regions is provided mainly on the territory and by group;
- the trainers are internal; a pool of trainers has been set up;
- specialised training centres have also been listed for training to be outsourced;
- only a few "advanced" training courses can be held abroad.

In this way, a high-performance human resources function is gradually being built up. The viewpoint of the different actors is changing and is moving from a personnel administration to a results-based HRM.



The MIRADOR portal allows a mobile management of human resources. It was launched in 2013 with the support of Canadian Cooperation. LuxDev supports its operation in the vocational training sector.

The emergence of a genuine human resources department can thus be observed, with a consequent impact on the quality of the public service offered in the field: precise knowledge and control of staff to ensure that the structures are adequately staffed, functional administrative management in real time, better trained staff, adequacy between the profile of the staff member and the post occupied, etc. The emergence of a genuine human resources department has also had an impact on the quality of the public service offered in the field.

The approach is long-term and progressive. In Senegal, for example, the implementation of a genuine culture of results-based management and continuous training at central level (HRD) is now beginning to take off at local level.

The road ahead is often strewn with pitfalls and the process can be slowed down: high mobility of managers and staff in general and in charge of the HRM function in particular, lengthy and sometimes slow diagnostic phases, sharing of responsibilities between the sector ministry and the ministry in charge of the civil service, weak monitoring and evaluation. It also happens that some partners feel that "the step is very high", the approach is too ambitious. During the workshop to present the HRP to the Ministry of Hydraulics and Sanitation (MHA) in Niger, some participants felt that their ministry would have difficulties in developing such an approach:

"Frankly, the Ministry cannot carry out the HRP. The civil service is not yet ready to do so. In short, alone, as a department, we can hardly carry out such a project. Why hope to succeed?". One of the challenges is precisely to properly articulate this type of approach with the institutional environment, particularly that of the civil service.

It is clear that in order to develop the individual level, it is therefore necessary to be able to call on the other two levels: a functional and coherent HRM organisation and a favourable institutional environment in which the development of HRP can take place. A key factor for the successful conduct of this type of process and the achievement of the expected changes is the commitment of partners at all levels.

What do our partners say ?

"With the support of LuxDev (...), I have seen a number of significant changes in HRM. The physical audit beyond the control of the workforce made it possible to lower the employment ceiling of the Ministry of Employment, Vocational Training and Handicrafts. The MIRADOR database is fully updated for structures that are located in the ICP IV area of concentration, which corresponds to half of the country. In addition, many staff members at both central and decentralised levels have benefited from capacity-building through the ICP IV Training Fund."

Sidy Faty NDIAYE, Head of Division GPEEC / HRD / MEFPA (Senegal)



HIGH-PERFORMING ORGANISATIONS AS AN ACCELERATOR OF CHANGE⁸

The complex systems in which LuxDev operates are characterised by a diversity of organisations with different forms and statuses, which themselves constitute subsets. These organisations may be public (ministries, public agencies, funding funds, local authorities, training schools, hospitals, etc.) or private (farmers' organisations, companies, banks or micro-finance institutions, associations, NGOs, etc.). All of these organisations are structured, with a purpose, hierarchy, funding and infrastructure requirements, equipment and staff. They are generally formal, with statutes specifying their missions and mode of governance. Each of these different organisations is responsible at their own level and according to their missions, for a part of the targeted socio-economic development. Capacity building for these organisations is a major challenge.

How can a process of organisational capacity building be optimally conducted?

As with other levels of capacity building, the issues and the nature of possible improvements must be well defined at the outset: "No cure without prior diagnosis". Capacity assessment is the first key to a successful capacity building process. Several approaches/methods are available to carry out this organisational diagnosis. Generally, it is possible to analyse the organisation through its different functions.

These may be technical, relating to the organisation's major missions: the ability to design and produce a training offer for a professional training centre, the ability to handle emergencies for a health service, etc. Other functions are transversal and provide support to the technical functions. Most organisations have the same cross-cutting or support functions. They refer to the overall management of the organisation. This includes steering, planning, administrative and financial management, control, monitoring-evaluation, reporting and communication.

The capacity diagnostic helps to identify strengths and areas for improvement within the organisation. It is on this basis that relevant capacity building support can be proposed. It is also possible to support an organisation in a reform of its vision and missions.

For organisational development to be effective, it is essential that the process be driven from within (its management but also its staff). The "ideal scenario" is that the diagnosis and capacity building plan is carried out by the organisation itself. The second key is the ownership of the process by the partner organisation through a self-assessment. LuxDev accompanied, often together with other technical cooperation agencies, self-evaluation processes within sector ministries or partner organisations. This has, for example, been the case in Niger in the water and sanitation sector. It has led to the development of an internal institutional development plan for the Ministry. In Senegal, together with several other cooperations, national plans for organisational capacity building have been developed in the health and vocational training sectors.

Once the diagnosis has been carried out and the organisational capacity building plan is available, it is essential that the implementation of the support quickly follows and that the resources are appropriate. Realistic planning with available budgetary resources is the third key. If this is not the case, there is a risk that momentum will be lost and the process will be counterproductive. Unfortunately, all too often, national budgets for capacity building programmes are either subject to financial drain during the year, or are supported only by external resources.

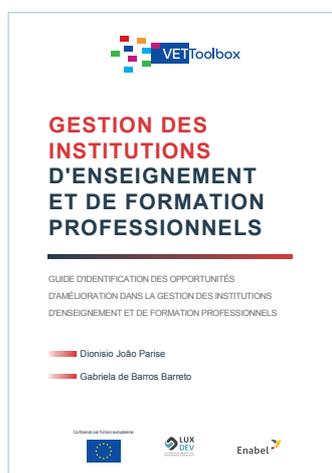
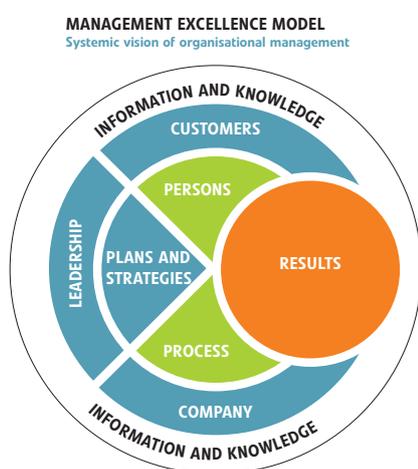
Finally, any organisational strengthening process requires internal management and regular monitoring and evaluation. This is the fourth key to success that is often underestimated. This makes it possible to assess the state of progress, the results achieved and to revitalise or redirect according to the results achieved and the changes made.

⁸ Organisational capacities relate to the analysis, development, implementation, monitoring, communication and ownership of procedures, processes, structures, organisations, networks, partnerships, etc.

For a local, high-quality public service, strengthening "front-line" operators

As the main actors in the implementation of public policies, organisations delivering services at the local or intermediate level occupy a central place. It is therefore important to contribute to strengthening their performance and possibly help them to move towards certain changes, through appropriate support. Through these various interventions in the vocational training sector, LuxDev supports training operators. This long-term support affects both the technical functions related to professional training and management functions. For example, in Senegal, there are a total of 50 vocational training centres whose teams are trained and who practice the skills-based approach, following the standards and tools developed at the national level in this field, with the technical support of LuxDev. This methodological support is supplemented by mini capacity building plans, developed on the basis of ad hoc diagnostics and focusing on management functions. For the time being, these involve, on an experimental basis, about ten organisations.

Such combination of support at the level of training operators is found in most of the interventions involving LuxDev in West Africa, Asia and Kosovo.



In order to generalise the support of vocational training centres in their management capacities, a guide was drawn up as part of the VET Toolbox initiative⁹. Employing a model of excellence based on eight criteria (see above), it proposes a set of practical avenues for improvement in the management of this type of organisation. In addition to the guide, a set of tools (questionnaires, manuals, forms, tables) are available on the internet.

Through the VET Toolbox, several training courses for directors of vocational training centres took place. A total of 150 directors were trained in Africa and Asia¹⁰, resulting in the strengthening of the financial, administrative and pedagogical autonomy of vocational training centres. This led to greater adaptability and training for young people that is more adapted to the labour markets. The employability of young people and their chances of professional integration are thus improved.

Support may also go beyond the day-to-day operation and performance of these training structures and address deeper institutional or strategic changes, such as for the Centre for Renewable Energies and Industrial Maintenance (CERMI) in Cabo Verde. Built and equipped in 2014, CERMI started its training programme in 2015, with the status of a public entrepreneurial establishment (PEE). The vision behind its creation is that CERMI should become a national and international centre of reference and excellence. Its market is primarily Cabo Verde, but also the Economic Community of West African States (ECOWAS) and Portuguese-speaking African countries (PALOP). Luxembourg Cooperation and the EU are supporting CERMI in its institutional evolution and the development of its training offer at the level of the African continent.

⁹ The VETToolBox is a demand-driven support modality, particularly for the EU's African and Asian partner countries. This project is implemented through a partnership with European implementing organisations. GIZ, Enabel, LuxDev, the British Council and AFD are supporting the VETToolBox in different countries. This is the first time that the EU has commissioned a consortium of bilateral organisations to carry out a project in the field of vocational training.

¹⁰ 35 directors in 2017 (Dakar, Senegal), 50 directors in 2017 (Bamako, Mali) and 55 directors in 2018 (Bac Kan, Vietnam).

A tripartite partnership (LuxDev, UNESCO, NOET) to strengthen statistical capacities in the vocational training sector in Mali

As part of its support to the vocational training sector in Mali, LuxDev supports a partnership between the African office of the UNESCO International Institute for Educational Planning (UNESCO-IIEP) based in Dakar, the UNESCO Regional Office for West Africa (Sahel) and the National Observatory for Employment and Training (NOET).

Presentation by Mr. Boubacar DIALLO, Director General of the National Observatory of Employment and Training (NOET-Mali), President of the African Network of Employment and Training Observatories (ANETOEF)

NOET was created in 2013 and has been operational since 2015. It is responsible for producing statistics and also carrying out studies and research on employment and training in Mali. In 2016, it signed an agreement with LuxDev as part of the Training and Professional Integration programme. It is within this framework that a second partnership was developed with IIEP-UNESCO Dakar. The aim of the project was to strengthen the capacity of ONEF's research officers to design and carry out a satisfaction survey among employers taking in school leavers from vocational training centres.



The implementation of this partnership has considerably improved NOET's know-how, as evidenced by the quality of the study results obtained as a result of capacity building. Like other studies carried out by NOET, this study helps the authorities in their decision-making and facilitates the management of the vocational training system in Mali.

Following the success of this first partnership, a continuation is envisaged in order to strengthen the capacities of NOET's technicians to design and conduct satisfaction surveys of beneficiaries of a vocational training scheme. This will allow NOET to broaden its scope of intervention in the conduct of studies.

Contribution of IIEP-UNESCO Dakar to the strengthening of the capacities of NOET Mali, by Ibrahima DIALLO, expert in integration and employment

The NOET of Mali, supported by LuxDev, asked us to help them carry out a satisfaction survey of employers of vocational training graduates. This support took place from September 2018 to August 2019.

With a view to capacity building, support was provided, introducing two new elements in relation to the methodology adopted by NOET in its first satisfaction survey:

- measuring satisfaction in relation to the expectations expressed: NOET's research officers got help in order to better identify the explicit or implicit expectations of employers when recruiting school leavers;
- breaking down satisfaction levels according to levels of expectations: in Mali, competence is defined around sets of learning (knowledge), attitudes (knowing how to behave in the workplace) and skills (know-how). Satisfaction was measured and weighted against the strong and average expectations expressed by employers for each of these three components.

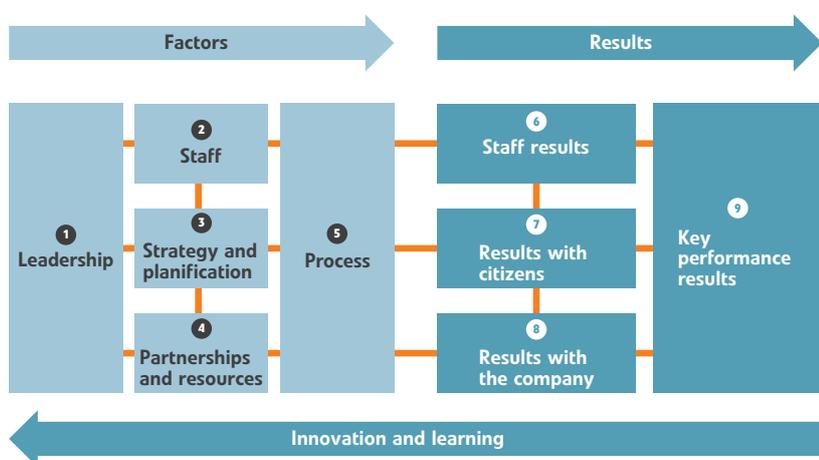


This methodological approach, detailed in the survey report, made it possible to identify improvements to be made in youth training programmes. Satisfactory results were obtained thanks to the commitment of NOET's research officers and all stakeholders who contributed to the finalisation of the methodological tools and the satisfaction survey. This learning-by-doing approach strengthened the capacities of NOET's technical team, which is now able to produce methodological tools and apply them. Armed with these new skills, NOET should be able to play an important role in monitoring and evaluating the external effectiveness of vocational training systems. NOET should also be able to share its expertise with national actors in education as well as in technical and vocational training, as well as at the continental level, through the African network RAOEF.

Quality approach in public organisations - the Civil Service Self-Assessment Framework (CAF)

As a global quality management approach, the CAF is a participatory management tool that allows you to get to the heart of organisations' management practices. Unlike ISO-type quality approaches which require the mobilisation of external expertise and often significant resources to achieve certification, the CAF is based on self-assessment. Through the CAF approach, the staff, in all its diversity, gives its point of view on the functioning of the organisation and, from there, begins a process of continuous improvement, a "journey to excellence".

Conceived and developed since 2000 with the support of the European Institute of Public Administration (EIPA),



there are now thousands of users of the CAF model around the world. Over the years, this has evolved (a 2020 version has just been validated) and has spread throughout Europe and beyond. One of the interests of this reference system is that it questions both the factors internal to the organisation and the results linked to the public services delivered. Retained by the Bureau of Organisation and Methods (BOM - Senegal) as a model for modernising public administration, the CAF model has been applied in Senegal since 2017, with the support of LuxDev.

Thanks to the implementation of an agreement involving EIPA, BOM and LuxDev, the organisational advisers of BOM,

with the support of the expertise of EIPA's CAF Centre, have become "CAF coaches", able to support national public organisations in the self-assessment process. After two years of practice, the CAF has proved its worth in several organisations and is, according to Mr. Ibrahima Ndiaye, Director General of the BOM, a "very good example" of the CAF.

It is a "powerful lever in the process of modernising the administration and public organisations". Through the definition and implementation of well-targeted action plans, the CAF has enabled the various organisations concerned to strengthen their structures and to better define the role of each staff member within them. The internal dynamics created by the CAF process are conducive to stronger internal and external communication and more participative management. Public organisations are also more concerned about the quality of the services they provide, with citizen satisfaction being one of the CAF's key criteria.

While under certain conditions the CAF can be very effective, it can be useless or even dangerous if certain key factors are not present. The approach is based on a voluntary step. The formal commitment of top management is essential for the success of the exercise. On the one hand, a change at the head of the organisation can thus weaken the process initiated through the CAF. On the other hand, the CAF must be able to come up with an action plan that is feasible within the organisation's means. Otherwise, the performance of the organisation will not be improved and staff may be demotivated by the exercise.

In view of the initial results recorded by the application of the CAF in Senegal, there are many prospects at national level but also in the West African region. At the end of 2019, the Environmental Intervention Fund (FIE) of Burkina Faso asked the BOM of Senegal to support it in its self-assessment process.

This South-South partnership dynamic, facilitated by LuxDev through the Support Programme for the Sustainable Management of Forest Resources funded by the Luxembourg Cooperation, aims to improve the functioning and performance of the IEF, through the use of the CAF.

What do our partners say?

"Since its implementation at the Central Public Procurement Directorate in 2017, the CAF has led to constructive changes in our day-to-day operations: the drafting of a quality charter setting out 10 quality commitments by the Directorate and shared with almost all of our partners; better integration of new recruits thanks to the coaching of new staff, but also an improvement in the quality of a priori control, with the quality control of reply letters now systematised.



However, we encountered several difficulties during the implementation of the CAF: a very short deadline for the implementation of the actions and difficult to respect for quick win activities, but also an additional workload for the staff involved in the implementation of the CAF, compared to their daily non-compressible workload. The CAF exercise takes a lot of time! "

Fatou Bara Ndione, Verifying Officer - Central Directorate of Public Procurement (Senegal)

A FAVOURABLE ENVIRONMENT FOR SOLID AND SUSTAINABLE CHANGE¹¹

In addition to support at the individual and organisational levels, it is possible and recommended, from a sustainability perspective, to also contribute to an improvement of the institutional context related to a territory, sector or development theme. This support may relate to the implementation of a specific or global reform, to the improvement of legal and regulatory frameworks, or to governance and may, for example, result in better coordination/communication between actors.

In order to grasp the complexity and the multiple issues related to the institutional context and to be part of a stated logic of change management, the "theory of change" method is currently being tested and should make it possible to improve strategies and support for capacity building, particularly at the contextual level.

Capacity-building for more inclusive local governance and territorialisation of public policies

Through a number of interventions, the accompanied changes relate to the strengthening of local governance or the translation of public policies at territorial level. It is essentially a question of contributing to dynamic and inclusive forms of governance, consistent with the national level.

In rural Burkina Faso, land management and access to land is a major issue. To respond to the risks of tensions and conflicts linked to non-inclusive local territorial governance, an innovative tool was developed by the Burkinabe government and is the subject of a law¹², namely the land charters. These are agreements drawn up in a participatory manner at local level which establish the rules for the sustainable management of natural resources. They contribute to the prevention and management of conflicts and to the preservation of social peace. They are drawn up according to an open, multi-stakeholder, progressive approach and, depending on local land management needs, are concerted with the support of village development committees and village land commissions. As part of one of its interventions, LuxDev contributed to the implementation of this innovative tool in three communes in the North of Burkina Faso (Dori, Bani and Yalgo). This approach is part of a broader strategy that links local land charters, the recovery of degraded land and the generation of "carbon credits"¹³ in the three communes concerned. It is based on the assessment of carbon capture due to the restoration of vegetation cover made possible by the recovery of degraded land protected by land charters. The quantities of carbon sequestered are thus estimated and then valued financially on the voluntary carbon credit market.

The process of developing land charters was conducted with the support of a Burkinabe non-governmental organisation, the Association for Environmental Management and Development (AGED). Led by a multidisciplinary team of endogenous facilitators, the approach was built around the following main phases:

¹¹ Institutional capacities are related to the analysis, creation, implementation and monitoring of laws, regulations, systems, etc.

¹² Law 034-2009/AN of 16 June 2009 on rural land tenure.

¹³ A carbon credit is a unit corresponding to the emission of one tonne of CO₂. This new credit system was developed by the Kyoto Protocol and its role is to guide organisations in the fight against global warming.

- preparation;
- realisation and restitution of the diagnosis;
- negotiation of the preliminary draft charter;
- adoption and validation; and
- support for implementation, monitoring and evaluation.

Despite certain context-related limitations (high illiteracy rate, growing security crisis in northern Burkina Faso), the implementation of these land charters, combined with the recovery of pastoral areas, led to a strong improvement in local management of natural resources. The charter is a tool to regulate the operation of the sites. Indeed, it defines consensual rules for any exploitation. The president of the village development committee of Toukakorno highlights this change through a concrete example: "There were agents from a company who came from Ouagadougou to collect sand in the area, when we showed them the document, after reading it, they left". The charter thus makes it possible to prevent certain conflicts related to land. For the representatives of the villages of Monga, Lere and Guidere in the commune of Bani, "we have not had to face conflicts because there were no infringements; there were no infringements because people have accepted the rules and recognise the usefulness of reclaiming land and restoring pasture".

The possibility of generating carbon credits creates additional motivation and reinforces the application of local land charters. The funds from the sale of carbon are mainly used to finance community socio-economic activities or infrastructure (credit for income-generating activities, mills, drilling, etc.), benefiting all the inhabitants of the village. For the president of the Touka Korno committee, Dori commune, "even if someone does not have a sheep to take advantage of the regenerated pastures, he will benefit from the financial spin-offs of the carbon credits operation. Then, he can no longer say that he does not agree with the rules" and the councillor of the same village adds that "the carbon credits benefited mainly women; they are now very careful about cutting wood".

In order to consolidate the achievements relating to the implementation of land charters, certain challenges need to be met. These include capacity building for members of local land authorities on several themes, including land tenure security in rural areas, alternative conflict management, decentralisation and communal land use planning.

Capacity-building as a key accompaniment for structural change (sectoral and thematic reforms)

In relation to and beyond support at the level of specific territories, support at the contextual/institutional level can relate to more global, sectoral or transversal reforms.

In Cabo Verde, it is the renewable energy sub-sector that has been the subject of this type of support since 2015. In recent years, Cabo Verde's focus has shifted away from energy supply, due to major investments in production and distribution capacity. It is now a matter of making the energy sector more sustainable, ensuring access to energy in the most remote localities and reducing electricity tariffs for households and businesses.

With this in mind, Cabo Verde has adopted an ambitious energy policy aimed at making greater use of renewable energies for the production of electricity, and relying on market mechanisms based on private sector activity and the sustainable development of the sector. This political vision must be translated into a transparent legal and regulatory framework and public institutions capable of making legislation operational and taking charge of monitoring and evaluating the impacts of energy policy.

In 2015, a diagnosis of the institutions and governance of the energy sector was conducted. The aim was to assess the maturity of the renewable energy sub-sector in order to determine whether a viable sectoral programme could be put in place and, if so, to identify the strengths and weaknesses and the possible added value of Luxembourg Cooperation. To this end, an analysis of the renewable energy sub-sector was conducted. It used as a frame of reference the seven key areas of sector analysis described in the European Commission's Guidelines for Support to Sector Programmes. The institutional framework and capacities are at the heart of this analysis (see below).

"The sector-wide approach reflects the conviction that in order to strengthen national systems, they must be used and not bypassed. However, this focus on systematic capacity development needs to be complemented by an explicit assessment of capacity problems and a proactive approach to capacity development¹⁴".

¹⁴ European Commission - Support to Sector Programmes - summary version, July 2008, page 35 - <https://op.europa.eu/en/publication-detail/-/publication/05a58e73-10b4-4e91-abbe-6d0e8ff674d7/language-fr/format-PDF>

The diagnosis carried out made it possible to highlight the gap between the ambitions in terms of reform and the capacities available for the development of the sub-sector. The diagnosis concluded that "contrary to the sectors of vocational and technical training or water and sanitation (other priority sectors of cooperation between Cabo Verde and Luxembourg), the maturity of the energy sector does not currently allow Luxembourg to envisage sectoral budget support for the renewable energy sub-sector. However, this assessment is in no way a reason for renouncing alignment with national schemes. Rather, it reveals an opportunity to support Cabo Verde's desire to succeed in its ambitious institutional and energy reforms¹⁵".

On this basis, a support programme for the renewable energy sector has been designed to improve the planning conditions for the sector and to create a legal and regulatory framework, as well as technical and economic regulation that is conducive and favourable to the participation of the private sector and civil society in the energy transition.

As the interim evaluation report shows, capacity building of public and private actors is at the heart of the support provided by this programme. This translates into numerous and varied forms of support at individual, organisational and institutional level, involving all the players (both public and private) concerned by renewable energies.

One of the factors contributing to the quality of capacity building support is the direct supervision of technical assistance by the beneficiary institutions. This approach increases sustainability and ownership of results at the level of national partner services through the transfer of skills to national staff.

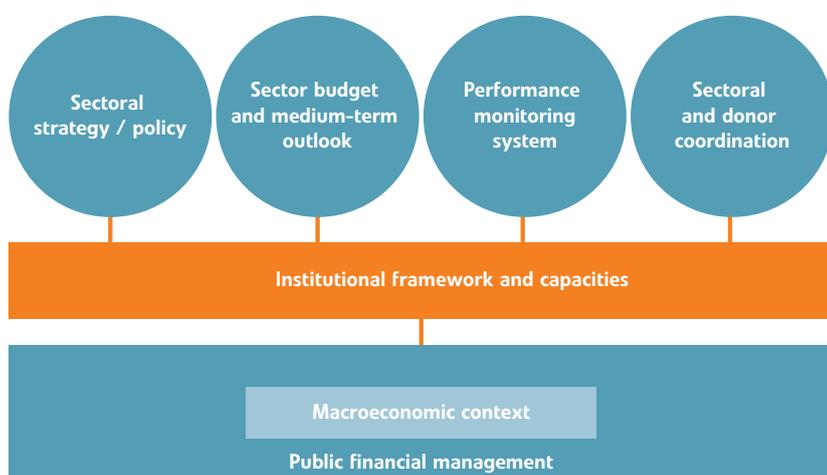
As highlighted in the interim evaluation, one of the structural constraints is the limited number of managers available in government institutions. This limits the capacity of the beneficiary institutions not only to take ownership of the capacity building actions, but also to supervise the technical assistance made available.

In order to strengthen the transfer of knowledge and the appropriation by national partners of the various analyses and proposals formulated by the technical assistance, a strategy has been put in place. It consists of strengthening the dialogue between technical assistance and national partners throughout the support process. It is a matter of agreeing on the expected products, their structure and content beforehand, and being able to discuss the analysis, conclusions and recommendations in a suitable format allowing for real interaction. Support for capacity building, especially in complex areas involving a high level of responsibility, requires appropriate communication and availability. Without this, the outcome, before it is translated into decision making, may not be achieved.

Thanks to quality technical assistance and appropriate communication with decision-makers, the support provided has made it possible to strengthen the political and regulatory framework of Cabo Verde by operationalising the regulation of access to the electricity grid for micro-generation and the electric mobility charter, which laid the foundations for the de-carbonisation process in the transport sector.

Through its interventions in Central America, LuxDev supports the institutional development of social policy in El Salvador and the Tourism sector in Nicaragua. Two testimonies follow.

https://luxdev.lu/files/documents/Etude_diagnostic_initital_ER_CVE_avril_2015.pdf



¹⁵ LuxDev - CABO VERDE Études de diagnostic initial du sous-secteur des énergies renouvelables - https://luxdev.lu/files/documents/Etude_diagnostic_initital_ER_CVE_avril_2015.pdf



Testimony of Irma Yolanda Núñez, Technical Coordinator of the Presidential Commission for Operations and the Cabinet of the Government of El Salvador, on the capacity building of public institutions carried out in the framework of the project "Support to the National Plan for Development, Protection and Social Inclusion".

The most notable contribution of Luxembourg Cooperation is its support for the construction of our social policy and the drafting of the law on development, protection and social inclusion.

This contribution is based on respect for rights, a value shared by our two countries, supports the establishment of the institutional framework for the promotion of this policy, thus contributing to a society of solidarity, inclusion and greater equality.

Thanks to the support of technical assistance from Luxembourg Cooperation and the Presidency's Technical Unit for Social Policy, the staff of our public institutions responsible for the implementation of social programmes has been able to strengthen their ownership of the implementation of the main social programmes aimed at:

- eradication of poverty;
- gender equality for the promotion of productive development;
- promotion of youth employment; and
- improvement of health services.

Technical assistance also contributed to the establishment of a single register of beneficiaries of social programmes with the aim of optimising the use of our public resources and making this use more transparent. The data generated by this register are of great interest to our authorities in their decision-making, and are also essential for civil society to be able to exercise its monitoring and social control function. The support of cooperation also concerns the automation of the processing of these data, a much appreciated contribution to this action, which is an integral part of the digital agenda promoted by our current government.

The assistance of Luxembourg Cooperation also made it possible to carry out an impact assessment of the programme to promote youth employment. The results of this evaluation were presented and commented on in various forums and taken into account in the adjustments and improvements that our government has made to the programme.



Strengthening the capacities of the Nicaraguan Institute of Tourism (INTUR) in the framework of the Support Programme for the Tourism Sector by Erick Antonio Aragón, Technical Assistant "Business Development"

LuxDev's work has been to provide specialised technical assistance to INTUR in order to build institutional capacity for market-driven tourism planning, management and marketing. The most important contributions were the corporate vision, the link with all key players in the tourism sector and the adoption of a results-based management approach to demonstrate tangible impacts at institutional level and with the private sector.

The logic of the intervention was that INTUR, as the national tourism authority, is a key player in Nicaragua's tourism activity and can assume effective and proactive leadership. For its part, LuxDev, as a strategic partner, contributed to institutional strengthening so that each unit of the institution could take ownership of its responsibilities, carry out effective project implementation and provide continuity to the actions carried out.

The main challenges/difficulties encountered have as a common denominator the centralisation of decision-making. One of the major challenges was indeed to review the management of the institution and improve the decision-making autonomy of the general and sectoral directors with a view to reallocating strategic and operational decision-making.

Fortunately, at a technical level, the institutional team was competent and made it possible to make good progress on implementation.

Support for the design and implementation of reform may also concern governance more generally. This is the case with the judiciary in Laos, for example.

In 2009, the Government of Laos officially adopted the Legal Sector Master Plan. It establishes the framework for the development of justice sector institutions as the foundation of the rule of law. The importance of having a legal system that is clear, coherent, reliable and accessible to all is also a priority of the 8th National Socio-Economic Development Plan of Laos 2016-2020. These positive changes were initially accompanied, between 2010 and 2015, by Luxembourg Cooperation, with the aim of improving and strengthening higher legal education. However, this initial support did not support the improvement of access for all to justice and the law, which is a priority in Laos. A second intervention, currently in progress, will also take care of this dimension.

To facilitate access to legal services, several strategies and tools were developed. An awareness-raising programme was supported and instituted at the governmental level. This allowed to popularise several topics, such as the penal code and human trafficking. More specifically, legal education focused on three legal topics: the law on violence against women and children, the law on land disputes and narcotics. Pilot legal aid offices were established in several provinces and districts. The establishment and operation of village mediation committees was also promoted.

In addition, support for the legal training system continued under several forms: development and adoption of new academic programmes to diversify and deepen legal training courses, establishment of standards and quality assurance mechanisms, organisation of thematic conferences, development of digital tools for monitoring and professional networking, and establishment of an e-library system in collaboration with the University of Luxembourg.

Despite some resistance to change, the combination of these different supports has made the legal system in Laos more accessible, in particular through awareness-raising and the establishment of legal aid offices. These various forms of support also led to qualitative developments. Sensitive issues such as human rights and corruption are now the subject of discussions between civil servants and lawyers. Legal reforms were also instituted, leading to the adoption of the Civil Code and the Criminal Code, among other major legal reforms.



As shown by the different examples of support at the three levels of capacity building, LuxDev has gradually specialised in accompanying change, in connection with the public policies of Luxembourg Cooperation's partner countries. This was achieved in addition to its already solid expertise in the construction of infrastructure and equipment. But there is still a lot of room for improvement and LuxDev wishes to develop in the next 10 years internal methodologies, tools and skills to best meet the capacity building needs of its partners.

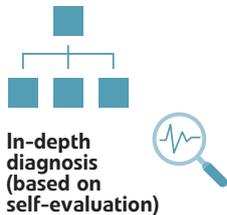
04

WHAT APPROACHES TO IMPROVE SUPPORT FOR CAPACITY BUILDING?

A combination of support at all three levels

In order to achieve maximum impact on performance and change and to make the changes as sustainable as possible, it is recommended that support at all three levels of capacity building be combined.

Support at the individual level helps to develop the technical and behavioural skills required to ensure that the people involved are in a position to play their role to the full and thus participate in the performance of their organisations and, where appropriate, in the desired changes. In order to ensure that this support is both relevant and sustainable, it is possible to support the services in charge of human resources in their efforts to forecast jobs and skills. Training and coaching are the main forms of support available. The digitalisation of training in particular (e-learning platform) is an interesting avenue to be developed. Modules of this type were, for example, developed in Senegal in the area of public finance.



At an organisational level, it is important to begin by conducting precise diagnoses of the different functions, missions and results, if possible using a self-assessment approach. The support will then focus either on improving overall and specific performance by function, or on the evolution and strategic development of the organisation. In this way, it is possible to support partner organisations in conducting self-evaluations, in strengthening their various internal factors (technical and support functions) and in developing strategic reference frameworks for qualitative change.

At a contextual level, coaching can focus on major systemic changes (reform) and/or on the relationship between different organisations within a system. Support will then be of a legal or institutional nature. This will include, for example, assisting in the development of new rules or standards and inclusive policy dialogue. This level of intervention is by far the most complex to analyse and support. The use of an innovative methodology such as Theory of Change can help to analyse the systemic framework and identify supports at the contextual level.



An example of a combination of support at three levels: the structured and coherent capacity building strategy for the development of agro-pastoral value chains in Mali

For the past four years, with the financial support of Swiss Cooperation, the support programme for agro-pastoral sectors has been contributing to the development of the "potato" and "milk" sectors in the region of Sikasso, in the South of Mali. This intervention is a good example of the progressive consideration of structured and coherent capacity building at individual, organisational and contextual level.

Developing the capacities of producers and the various actors in value chains is essential for two reasons: on the one hand to enable the improvement of the living conditions of individuals (workers, entrepreneurs, farmers), and on the other hand to professionalise a sector and improve its performance. In the interests of inclusiveness and resilience, priority is given to:

- the emergence of new generations of producers, by investing in the training and integration of young women and men in the profession, enabling them to gradually become active members of producer organisations;
- raising the awareness of organisations on the effects of climate change, in order to enable them to adapt production systems.

At an individual level, contributing to the development of technical and cross-disciplinary competencies

The training courses developed continuously since the start of this programme allow for the development of the technical skills of producers and other actors in both sectors. In order to ensure sustainability, relay producers are also trained to provide advisory support to their peers. The heads of producer organisations also receive management training.

At an organisational level, helping cooperatives towards autonomy

The structuring and empowerment of the profession requires the development of organisational capacity. This is reflected at the level of producer organisations through the holding of decision-making bodies, the setting up of management bodies and the introduction of membership fees.

The programme developed a diagnostic tool covering 10 criteria. Its role is to measure the level of autonomy of cooperatives and to programme capacity building support on this basis. This allows to measure over time the progress made in the process of empowering these organisations. In the future and in relation to banking or micro-finance institutions, such a tool could be used to assess the bankability of organisations and facilitate their access to funding.

At an institutional level, strengthening integration and relationships between actors in the same value chain

A value chain constitutes a system and its development depends strongly on the integration of the different actors participating in this system and the interrelationships they develop between them. To this end, federations and inter-professions must develop their institutional capacities. In concrete terms, this translates into constructive relations with the authorities, elected entities (municipalities and regions) and the administration, but also into the definition of contractual and conventional frameworks at a national level and beyond.

As an example, the Interprofessional Committee of the Potato Sector (CRIPT) signed a collaboration agreement with the Katibougou Rural Polytechnic Institute for Training and Applied Research (IPR/IFRA) for the supply of mini-tubers, training and support to seed producers and seed certification by the Seed Laboratory (LABOSEM).

The Regional Federation of Unions of Cooperative Societies of Milk Producers of Sikasso (FERLAIT) for its part, developed a partnership with the MABROUKA cooperative in Morocco within the framework of exchanging experiences in milk production. Thus, visits and training of some relay breeders, members of cooperatives, and inseminators were organised in Morocco in early 2019.

The majority of field measures in favour of beneficiaries are now carried out by inter-branch organisations, producer federations and organisations.

What do our partners say?

About the training of FERLAIT members on the different types of cooperative societies according to the OHADA standards (Organisation for the Harmonisation of Business Law in Africa), restructuring of grassroots cooperatives: "This training was very beneficial and enabled member co-ops to comply with OHADA standards. The training received made it possible to differentiate between a simplified cooperative and a cooperative with a board of directors. It also enabled the creation of FERLAIT and its five local unions, the holding of statutory meetings every three months and the holding of monthly information meetings for grassroots cooperatives and local unions."

M. Abdul Karim Dembélé, President of FERLAIT

"Given the low level of organisation of potato producers, CRIPT has requested financial support from the regional council for a better structuring of cooperatives. Thus, structuring workshops were organised in nine centres, leading to the creation of cooperatives, unions and the establishment of the regional federation of potato producers, in accordance with the uniform act of the OHADA law.

Elected officials were trained on the management tools, the organisation of general meetings and the establishment of an internal contribution system (1,000 FCFA/seed box). This amount will be distributed among grassroots cooperatives, unions, the federation and CRIPT to ensure their financial autonomy."

M. Siaka Coulibaly, President of CRIPT

The "theory of change", a promising methodology to grasp the complexity of the intervention context and to accompany change in a global and coherent way

In order to improve increasingly complex interventions, LuxDev, in relation with its partners, has been experimenting for two years with the theory of change. "A theory of change is an explicitly documented (and therefore assessable) view of how change is thought to occur." (Rick Davies, the first developer of the theory of change).

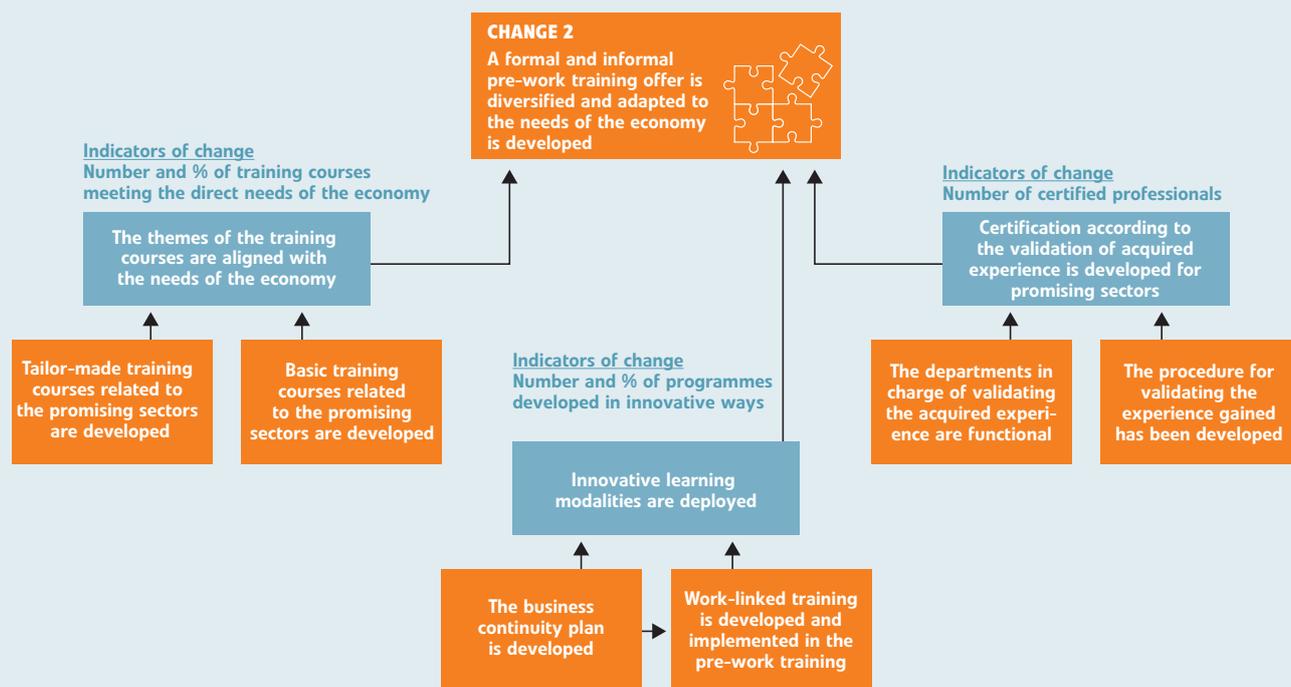
The theory of change is, first and foremost, a process for building a strategy by focusing on the process of change. By taking into account the contextual factors that promote or hinder the desired change, as well as the assumptions and risks on which the change is based, this methodology helps to explain how the change is expected to be achieved.

The theory of change provides assumptions for intervention and benchmarks for action. It also has the advantage of bringing together players around common objectives. It is an adaptive tool that allows you to direct change based on what is actually happening in the field. It does not say "this is the right thing to do" but "given our knowledge, this is the best direction to take".

Based on the theory of change and the diagnostics conducted on this basis, a theory of action is then developed. On the basis of the main changes identified and the assessment of their level of achievement, the most relevant supports to be implemented at the level of each system and sub-system are identified. The theory of action helps to determine the orientations to have the maximum effect on the desired changes.

The theory of change is usually represented by a diagram. There are several possible approaches to graphically illustrate the theory of change, what is important is to be able to highlight the "paths of change", the way in which change should be able to occur.

As an example, in Senegal, for the change related to the qualitative improvement of the training offer of the vocational training support programme, the following theory of change was developed and served as a reference for capacity building support.



The aim is to contribute to the diversification of the training offer and its adaptation to the needs of the economy as much as possible. To help achieve this change, three intermediate changes are targeted:

- the first concerns the development of training in relation to the promising sectors;
- the second relates to the generalisation of innovative apprenticeship modalities enabling better adaptation to the professional world (skills-based approach and work-linked training);
- finally, the third intermediate change recommends the implementation and reinforcement of the validation of experience, particularly in the promising sectors.

This approach allows anyone to have their professional experience validated, with a view to obtaining a certification.

Concerning notably the path of change allowing a better adaptation of training to the local economy, various supports have been given or are planned for the local actors involved in this process of change. For example, support to departmental councils for the steering of departmental economic development strategy with the identification of promising sectors, or support to mini capacity building plans for vocational training centres including investment projects and integration projects related to the promising sectors identified in the territory.

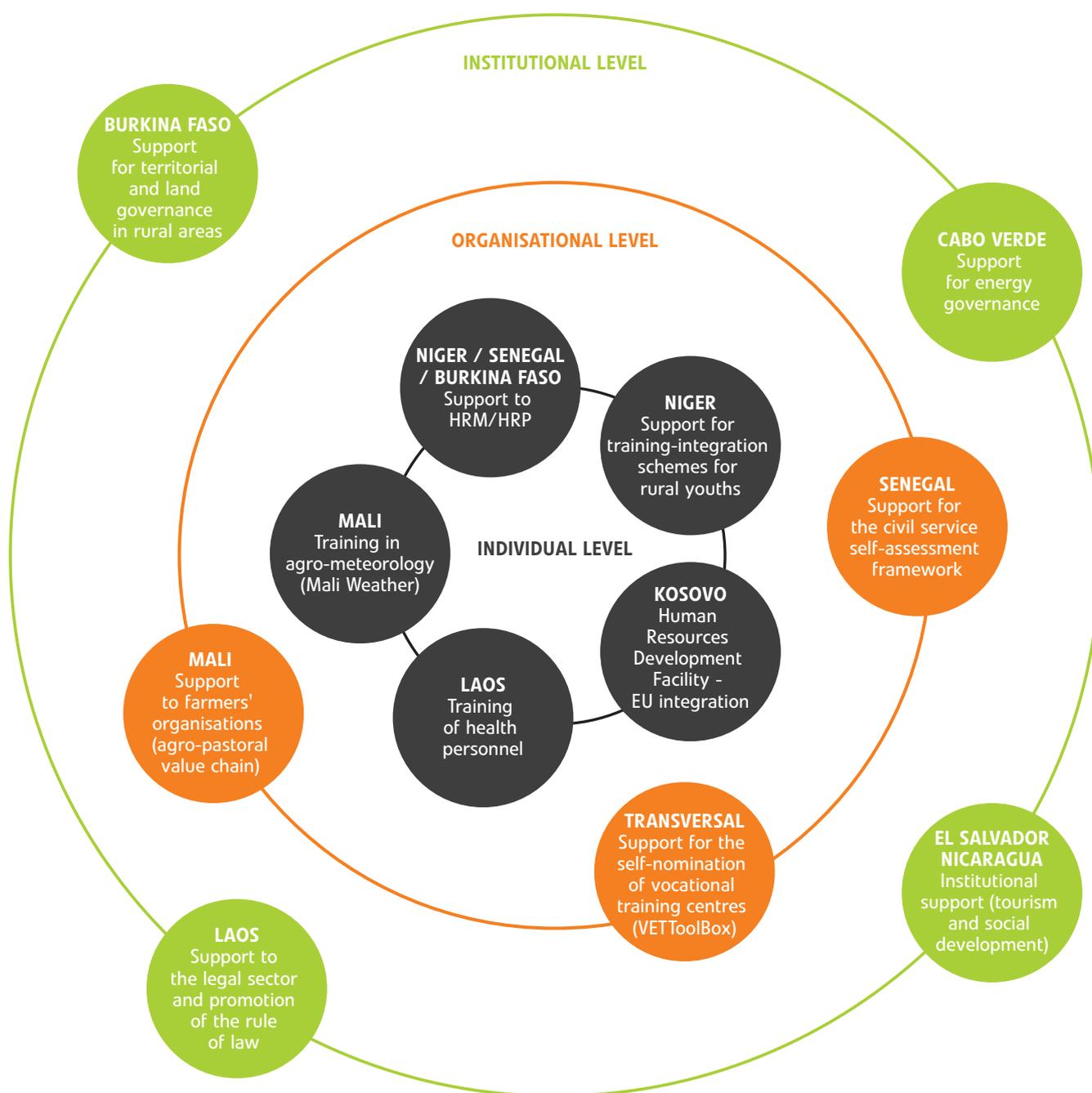
The two main areas of work to improve capacity building support within LuxDev

In the years to come, LuxDev wishes to be able to stabilise and valorise the methodology of the theory of change. As illustrated above, this methodology has been used in Senegal, on a pilot basis, to define the strategy and support for capacity building. It should also facilitate the formulation of future programmes. Tools (guide, training module) will be developed in the short term for the management of this important project.

Additionally, as we have seen, LuxDev's support to sector governance frameworks and organisations has multiplied in recent years. In part, this has resulted in significant and easily observable changes (changes in the political or legal frameworks in the sectors supported, changes in certain institutions, etc.). However, most of the accompanied changes are often difficult to perceive, all the more so as there are few or no monitoring and evaluation mechanisms

that make it possible to capture the "small steps" made gradually over time through the soft supports implemented. In order to strengthen the methodological capacities to monitor and value changes, a workshop will focus on how to better capitalise, monitor and evaluate support for capacity building. There are many issues at stake: accountability, demonstrative effect and scaling up, simplicity and feasibility of approaches ("how to capture the changes resulting from coaching? "), and ownership by national partners.

OVERVIEW OF CAPACITY BUILDING SUPPORT IN 2019 PRESENTED IN THIS DOSSIER





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